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An Analysis of the Status of Provisionally Certified Teachers in the State of Illinois

Margaret Rohner Lindman
Loyola University Chicago

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AN ANALYSIS OF THE STATUS OF
PROVISIONALLY CERTIFIED TEACHERS
IN THE STATE OF ILLINOIS

by

MARGARET ROHNER LINDMAN

A Dissertation Submitted to the Faculty of the Graduate School
of Loyola University in Partial Fulfillment of
the Requirements for the Degree of
Doctor of Education

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To my husband, Richard, for his love and devotion, I express a special word of love and thanks.

LIFE

Margaret Rohner Lindman (nee) was born in Chicago, Illinois. She graduated from Senn High School in 1946. In 1950, she married Richard Maurice Lindman. She has earned the following degrees: Bachelor of Education, National College of Education, 1950; Master Arts, Northwestern University, 1956; and Doctor of Education, Loyola University, 1969.

Margaret Lindman was awarded a Demonstration School Scholarship at National College of Education. She was awarded a State of Illinois Fellowship for study of the gifted in 1965 and she held an N.A.S.S.P. Internship in 1965. Mrs. Lindman was elected to Who's Who Among Students in American Universities and Colleges in 1950. She is listed in Who's Who in American Education.

Mrs. Lindman has both taught and held administrative positions in the public schools. At National College of Education she taught speech, drama and literature. She was a supervisor of student teachers at Loyola University. She is the principal of College Hill School, District #65, Evanston, Illinois.

Mrs. Lindman has been an educational consultant for television programs on W.G.N. and W.T.T.W. She is a consultant for I.D.E.A. of the Kettering Foundation. She has had many articles published and is the Advisory Editor of the Tangley Oaks Publishing Company, Lake Bluff, Illinois.

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CHAPTER I

INTRODUCTION

The finest curriculum guides, the greatest educational media and materials, the most modern and imaginatively built school buildings can not and do not equal the value of competent teachers. Competent teaching is the essential ingredient for quality education, and we, in a democratic society, believe that quality education is the inherent right of all students. We believe that quality education should be made available to all the people, rich and poor alike. We indicate our acceptance of this precept through the support of public education with public funds. How can the public be assured that these funds are wisely used? How do they know that public funds for education will actually be spent for the services of competent teachers, thereby insuring capable teaching for every student in every classroom? How do they protect youth from being guided by the inept and ill prepared? The instrument used is certification.

Certification is a legal sanction granted to an individual to teach or supervise in certain types of school positions in a governmental area. It is an effort to bar incompetent persons from directing the learning of students in the types of schools covered, and to make certain that public money is spent for the services of the competent teacher.¹

Substandard certification is granted to persons who cannot qualify

¹E. W. Anderson and E. M. Rusher, "Staff-Certification", Encyclopedia of Educational Research, ed. Chester W. Harris, 3d ed. (1960).

for the standard certificate but who are the best available for a specific position. This certificate is usually limited to one year but is renewable if the holder had additional college credits since the date issued.²

The definition of certification implies that standards for identification of teaching competency must be set. Great controversies arise over what those standards should be and how they should be evaluated. Nevertheless, it is doubtful that certification requirements will ever be perfect. Even if perfection were achieved, a second problem would persist. That is the question of what to do when an emergency arises and no certified teacher is available to fill a specific position. Kinney states,

"Emergency" certification is as old as certification itself. An overriding policy in certification has always been to maintain teacher supply at the expense of quality whenever necessary, and usually it has been necessary. The normal status has been an "emergency" situation.³

Through the practice of provisional certification the "back door" to the education profession is open to those who wish to by-pass standards set as certification requirements. No other profession is so lenient. Provisional certification parading as a "stop-gap" measure has historically been a permanent procedure of substandard certification . . . the policy of giving priority to quantity over quality is coeval with certification.⁴

Today there are about seven thousand provisionally certified teachers in the state of Illinois. Approximately one out of every fifteen Illinois

²Robert Hall, Yearbook of Education, (New York, World Book Co., 1953,) 587.

³Lucien Kinney, Certification in Education, (New Jersey, Prentice Hall and Co., 1964), 25.

⁴Ibid., p. 38.

teachers is teaching without the legal sanction that theoretically indicates competence for the teaching task. What is their level of competency? Do these provisional teachers possess the competence demanded by the position, or are they incompetent? This problem is a difficult one with which to contend and it becomes even more complex as other factors affect it--custom, current trends and controversial issues.

One of the most publicized trends of today is the diversification of teaching roles, with nonteachers such as teacher aides, interns, assistants, etc., playing active roles in the school. This trend raises many questions regarding both qualification and certification of personnel. These assistants have varying qualifications making the line of demarcation difficult if not impossible to distinguish between them and those holding provisional and regular certificates. Where does the provisionally certificated teacher stand in the school hierarchy? Are provisionally certificated teachers considered more or less competent than these assistants? What differentiations in regard to qualifications are there? What and who will determine differentiation of roles, requirements and certification standards? This particular trend raises many questions regarding qualification, certification, and role of personnel.

Special waiving of requirements is now being requested for returning veterans of the peace corps. If special certification consideration is possible for them, what about the provisional teachers? Surely a teacher who has faithfully and creditably served youth in this state should also have consideration.

Some modern day educational organizations presently advocate that certification requirements be restructured to eliminate the

provisional certificate. Yet, critics of education accuse the establishment of continually raising standards to perpetuate and strengthen control over the profession. They claim that current and proposed standards result in excluding competent, creative, and even outstanding potential teachers from the profession. This division of opinion places the provisional teacher in the middle of controversy.

Teacher militancy also affects the problem of provisional certification. With teacher militancy on the increase, provisional teachers are organizing and becoming more and more vocal in their dissatisfaction with certification requirements and with their status as provisional teachers. They are making their dissatisfaction known through statements in the public media and in the educational journals. The complainants decry their "unjust" treatment as provisional certificate holders and give numerous illustrations of the adverse effects of unreasonable requirements.

Here is an illustration of this type of protest. During the winter of 1967-1968, discontent by holders of substandard certification was dramatically highlighted when teachers in the Chicago Public Schools holding substandard certificates formed the Concerned Full-Time Basis Substitute Teachers Association and went on strike. They protested against certification practices and procedures. Though the objections raised related specifically to problems of Chicago teachers, many aspects of those objections pertained to substandard certification problems in general. The following article reports an outcome of that strike. Implications are apparent in this article that are relevant to many issues surrounding provisional certification.

SUB TEACHERS FLUNK HEAVILY IN RATING TEST

A special examination designed to produce large numbers of new certified teachers for Chicago's public schools was passed by less

than one-third of the applicants, School Supt. James F. Redmond said yesterday.

Out of 2,381 teachers who applied for the special written examination, only 714 passed, said Redmond, who heads the three-man board of examiners which governs teacher certification.

The written test was given last May 4 as a one-time chance for full-time-basis substitute teachers to get certified without taking the oral examination usually required in addition.

Agreement Follows Strike

Redmond agreed to the unusual procedure last winter, in the wake of a two-week strike by the Concerned Full-Time-Basis Substitute teachers, who claim to represent 2,000 of the 6,000 full-time-basis substitutes in the city, most of whom are Negroes.

The Concerned FTBs had been demanding automatic certification after two years of satisfactory teaching in the system, charging there was cultural bias in the oral test.

Frank Gardner, an aid to the board of examiners who will become its secretary next month, said the cutoff score on the written test was "generous", meaning it was set low to avoid flunking most applicants.

Lack of Preparation?

Gardner wondered "how well most of the unsuccessful applicants prepared themselves" for the test. He added he hoped they would "analyze their failure and make efforts" to be better prepared for the next examination.

John E. Desmond, president of the Chicago Teachers Union, said "something in the teacher's education" probably led to failures. He pledged the union would set up "coaching" in the form of in-service courses for teachers who failed the test.

No Lack of Teachers

Mrs. Louis Hickey, director of the bureau of teacher personnel, said yesterday that every public school classroom will be covered by a regular or fulltime substitute teacher when schools open next month.

"This is the best shape we've been in for at least four years", she said.⁵

The article is thought provoking. Some of the questions which arise are related to the causes for provisional certification, some to the status of the provisional teacher and some to possible solutions for provisional

certification. It appears that the perceptions of the administrators as well as those of the provisional teachers played a significant part in this controversy. The views of these two groups differed as to the major cause of retaining the provisional certificate. Was it due to cultural bias in the examinations or to lack of preparation? If "something in the teacher's preparation" led to the many failures as claimed, was this the fault of individual teachers or the fault of the institutions that prepared them? From this newspaper report, it seems as if there is a great difference between the administrators' view of provisional teachers and the provisional teachers' view of themselves. The two groups even disagree on what constitutes demonstrated competency for teaching. As noted, only one-third of the applicants qualified for regular certification. Could the superintendent's solution to the provisional problems be considered successful? Do these groups of Chicago educators merely reflect attitudes unique to the Chicago Public Schools or is it a microcosm of attitude toward provisional certificates throughout the state? How do provisional teachers and their administrators throughout the state of Illinois view provisional certification? The major question is; are present certification procedures and practices reasonable, rational, and relevant in this modern day? Or, are long standing certification procedures, in fact, passe'? Is provisional certification actually perpetuated by current procedures and practices or is it efficiently and effectively discouraged?

Statement of the Problem

This study was designed to collect and analyze empirical and descriptive evidence from Illinois administrators and provisionally certified teachers: (a) to reveal their perceptions and attitudes toward provisional certification, (b) to determine the status of provisional teachers, (c) to in-

investigate suggestions for solution of specific problems related to provisional certification and (d) to make recommendations to alleviate the problems. The specific dimensions for which data were collected included the experience, preparation and needs of provisional teachers, as seen by both administrators and provisional teachers. It included administrator and provisional teacher opinions, attitudes, and perceptions regarding some specific aspects of these problems as well.

The Importance of This Study

A search of the dissertation abstracts reveals that no studies of provisionally certified teachers have been conducted in Illinois. Generally speaking, studies reported in the literature on certification are centered around current practices of certification or histories of certification. A few studies such as Albert H. Shuster's on "Professional Education and Teaching"⁶ have examined the effectiveness of certification requirements in terms of the opinions of administrators. A comparative study between the attitudes of provisional teachers and those of regularly certified teachers was conducted on beginning teachers by Joseph Bledsoe and Ralph Lightsey, entitled "Selected Perceptions of Beginning Teachers in Georgia as Related to Certification Status".⁷ There is a noticeable lack of any study that attempts to analyze the problems of provisional certification from the point of view of those most directly involved, provisional teachers and their administrators. It would seem that such a study should be the first step taken in any

⁶Albert H. Shuster, "Professional Education and Teaching, Journal of Teacher Education, Vol. 6:258 - 62, 1955, pp. 84-90.

⁷Joseph Bledsoe and Ralph Lightsey, "Selected Perceptions of Beginning Teachers in Georgia, Journal of Teacher Education, Vol. XXVII, No. 4, 1966, pp. 181-194.

program aimed at solving provisional certification problems. It is dangerous to engage in problem solving on the basis of supposition. Surely a more rational method is to examine the evidence before proposing possible solutions. As mentioned earlier, various solutions to the problem have been advanced. Current events are compounding the problems. Action is needed, but action built on knowledge.

The Office of the Superintendent of Public Instruction of the State of Illinois is cognizant of the fact that very little data are now available on provisional teachers in this state. It recognizes the importance of this study for gathering baseline data on provisional teachers and in analyzing their problems. The Office has given its full cooperation and wholehearted support in the conduct of this study.

The importance of this study is also reflected in the responses of those who were asked to participate in it. The percentage of return to the questionnaires, was surprisingly large (1,005 of 1,315 or 76 per cent of the total number surveyed, responded to Survey A). This would seem to indicate a recognition that a problem truly exists, and an eagerness to assist in finding a solution. Comments written on the questionnaires were often lengthy and emotion laden. They reflect the very real concerns of teachers and administrators caught in the problems of provisional certification.

This study provides essential data on provisionally certified teachers concerning their preparation, their current position and their needs related to certification requirements. The information concerning the causes for receiving and retaining the provisional certificate, the status of the holder, and possible solutions to problems related to provisional certification was gathered, analyzed, and described. The perceptions and attitudes of admin-

Administrators toward these issues were compared and contrasted with those held by provisional teachers. Data gathered from answers to the objective questions on the surveys were computerized for statistical analysis. Chi-square was the statistical treatment most frequently used. Answers to open ended questions were analyzed, categorized and values compiled. Data from personal interviews were treated descriptively to add depth and clarification to the study. The data were organized, analyzed and interpreted in terms of the hypotheses as stated.

Scope and Limitations of This Study

In this study many possible variables were available for investigation. This section specifies the validity, variables, data, sample, and the extent to which the results can be generalized.

1. The validity of the variables is directly related to the survey instruments and the structure of the interviews which were used for two purposes; (a) to identify the status of provisionally certified teachers, and (b) to investigate selected aspects of problems of certification. The quality of the data derived from the survey instruments and interviews is directly related to the following factors; (a) the clarity of the statements (b) the ability of those included in the survey to interpret the statements as intended and, (c) the skill, knowledge and technique of the investigators in phrasing the questions precisely. The pilot administrations of the survey instruments and interview schedule, along with constant revision of both, should hold response error to a minimum.

2. The assistance provided by the Illinois Office of the Superintendent of Public Instruction in collecting the data could affect the validity of the responses on both the survey instruments and the interviews. This

would be particularly true if the participants should perceive this study as a form of evaluation of leadership and/or teaching ability by the Office of the Superintendent of Public Instruction. A letter of instruction accompanied each survey instrument stating the purpose of the study and its importance. This explanation was intended to overcome such possible misconceptions on the part of respondents. Furthermore, superintendents and provisional teachers personally interviewed were assured that their responses would be anonymous.

3. The analysis of the data in this study is limited to testing the significance of different frequencies of responses to check list questions and open-ended questions. These questions were designed to test various dimensions of the stated hypotheses. The statistical analysis was performed on the total group of provisional teachers, the total group of district superintendents and upon selected sub-groups of each.

4. The two populations first selected for survey were (a) all district superintendents in Illinois who employ provisional teachers and (b) all provisional teachers in Illinois. Ten per cent of the initial population was included in the second survey. This group was selected by taking a random sampling of the returns that were received. For example, every seventh return made up the subsample for the second provisional teacher survey. Representative types of provisionally certified teachers and district superintendents, twenty in all, were included in the personal interviews. District superintendents and provisional teachers were selected to represent varied types of districts in the state. Type (unit or dual), wealth (AV), and pupils enrolled (ADA) in the district were determining factors. Level of teaching position (high school or elementary) was considered in selecting the provisional teachers for interview. The study was limited to provisional teachers and district superin-

tendents within the state of Illinois (excluding the city of Chicago) and no attempt will be made to generalize the results of this investigation beyond the population of this study.

5. It is recognized that the data gathered are not exhaustive. Other variables may affect this problem. The study is limited to only those variables touched on in the questionnaires and interviews.

6. The results of this study should be interpreted as an indication of how the attitudes and perceptions held toward the role and status of the provisional teacher are associated with the role itself but not as a direct causal relationship between these variables.

Definition of Terms

This section defines the terms used to form the operational hypotheses.

"Provisionally certified teacher", "provisional certificate holder", and "provisional teacher" refer to Illinois teachers who do not meet all the requirements for standard certification as stated in the Illinois School Code, but who have been issued a substandard certificate.

"Regularly certified teacher" and "regular certificate" refer to the standard certificate issued by the Illinois State Certification Board to a person who meets certification requirements as stated in the Illinois School Code. The general term "regular" was used to avoid possible confusion with the term standard as it appears in the title of several certificates now being issued in the state of Illinois.

"District superintendent", "administrator", and "school administrator" refer to administrator or school administrator who holds the position of superintendent of a legally authorized school district in the state of Illinois.

"Role expectations" refers to such routine and/or measureable items as

length of service, lesson planning, attendance, promptness, etc., as well as the less tangible aspects of teaching, classroom management, meeting individual needs, parent relations, development of curriculum materials, etc.

"Conditions of employment and service" refer to items that may be found in educational administration textbooks under the topic of personnel, such as salary, workload, fringe benefits, promotion, in-service training, etc.

Hypotheses

The hypotheses presented in this section appear in general research form. In Chapter III, subhypotheses relating to the major hypotheses are presented.

Hypothesis 1. Lack of information regarding teacher certification is a major cause in obtaining a provisional certificate.

Hypothesis 2. The following is a prime factor leading to provisional certification; the candidate makes a late career decision to enter the teaching profession.

Hypothesis 3. Attitudinal factors influence individuals to apply for and/or retain the provisional certificate.

Hypothesis 4. Administrators perceive provisionally certified teachers differently from regularly certified teachers in regard to the fulfillment of the role expectations of the teacher.

Hypothesis 5. Provisionally certified teachers and their administrators fail to perceive the holding of a provisional certificate as altering conditions of employment and service.

Hypothesis 6. Administrators and teachers differ in their perceptions regarding solutions to the problems of issuance and retention of provisional certificates.

Overview

Chapter I develops the frame of reference for the entire study. Included are the introduction, problem statement, importance of the study, scope and limitations of the study, definition of terms, and the general hypotheses to be examined.

A review of the literature and a historical overview on certification is presented in Chapter II. In Chapter III the research procedures and methodology employed are presented. This chapter centers on the source of the data, development and implementation of the survey instruments, development of the interview schedule, selection of populations for investigation, the research design, and the statistical treatment of the data.

Chapter IV presents and analyzes information from Survey A. Chapter V includes the presentation and analysis of information from Survey B. In Chapter VI is the presentation and analysis of data from Survey C and Chapter VII encompasses material gathered from Survey D. The personal interviews are discussed in Chapter VIII (administrators) and Chapter IX (provisional teachers). Chapter X presents analysis of the data as it relates to the hypotheses and subhypotheses. A summary of the study, conclusions and recommendations for further research appear in Chapter XI.

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CHAPTER II

REVIEW OF THE LITERATURE AND RELATED RESEARCH

Introduction

The focus of research for this study was on certification in Illinois. Other literature reviewed included material of a general and national nature which was relevant to issues and problems that presently confront holders of provisional certificates, and materials relating to certification in the United States.

To adequately treat the position and status of provisional certificate holders in Illinois today, this chapter includes a historical perspective on the development of this type of certification, a discussion of several major issues in provisional certification, as well as a review of provisional certification in the state of Illinois.

The Development of Provisional Certification

During the Colonial Period and up to 1825, no teacher certification practices as such existed in America. "The selection and licensing of teachers were left to local authorities which resulted in low standards for the schools and poorly prepared teachers."⁸

However, during the Colonial Period, two practices emerged which affect provisional certification even today. The first was differentiation of the

Kinney, op. cit. p. 25.

qualifications and treatment of teachers. Various kinds of teaching positions required particular kinds of qualifications. Schools in rural areas were in operation two to four months a year. They offered winter employment for literate farm hands and the like. Understandably those schools' requirements and pay were low. In the cities, matrons taught in the elementary schools and received comparatively higher pay. Grammar schools in the larger towns were often staffed by male college graduates whose salaries were comparable to those in other professional fields. These teachers, unlike the others, were often intent on making teaching a career. "Thus the three populations that made up teaching staffs—the rural, the female urban, and the male urban—were clearly differentiated in character, purposes, and status."⁹ Numerous kinds of teaching certificates are offered today indicating continuing differentiation in qualifications for teaching positions.

The second practice, common today, that arose during the Colonial Period was certification by examination. As early as 1686 the General Assembly of Virginia requested that every county appoint a person who would be duly fit to examine candidates for teaching, and give certificates of approval. In early New England, public officials and later school committees gave oral and written examinations for certification. Occasionally, certification of teachers was based purely on the financial need of the candidate.¹⁰ Finally, according to Kinney, the high water-mark of decentralization and of democratic control and the low water-mark of quality in public education were reached in the second

⁹Ibid, p. 42

¹⁰Willard Elsbree, The American Teacher, American Book Co., Chicago, 1939, 566.

decade of the nineteenth century.¹¹ Dissatisfaction with local practices of certifying teachers grew steadily in those years.

County certification first appeared in 1825, when Ohio appointed three examiners of common schools in each county. Their major responsibility was to examine and certify teachers. This procedure spread throughout other states. Theoretically teacher examinations were administered to weed out the incompetent from the profession. However,

"there was no period during the nineteenth century when the number of well-prepared teachers was sufficient to staff both the metropolitan areas where salaries were relatively attractive, and the rural areas where the salaries were low. To meet the demand in the rural areas, especially, it became the common practice to accept candidates whose performance on examinations was unsatisfactory and to certificate them with credentials of a lower grade. Usually third grade certificates (these were the lowest grade) were valid for one year. The second grade certificate was valid for two years, and the first grade certificate for three years.¹²

It became the practice to issue both the graded certificates and statewide life certificates on the basis of examination.

By 1850 the establishment of state systems had become a general practice. State certification of teachers became more prevalent. In many locales, both county and state authorities were empowered to issue teaching certificates. The standards for the county certificates usually were lower than for the state certificates. The system of examination of teachers by local authorities continued to raise problems. Examples of some of the difficulties are cited in the Third Biennial Report of the Illinois Superintendent of Public Instruction, in which Newton Bateman implores the legislature "to arrest the injustice which

¹¹Kinney, op. cit. pp. 51-52.

¹²Albert Huggett and T. F. Stinnett, Professional Problems of Teachers, Macmillan, (New York, 1956), 456.

puts upon level of perfect legal equality, the man who owes his certificate to the leniency of the examiners, or his own importunate pleading, and the polished scholar and experienced teacher, who sustains with unfaltering readiness and precision, the severest scrutiny authorized by law, or practiced by the most acute and competent examiners."¹³ He also criticized the practice of examining a teacher every two years for certification.

Under the present system the most that any teacher in our common schools can hope for, is a license to teach in one county for two years. No matter what his age, talent, experience or skill, he can obtain nothing higher than this. He may have, added to the finest natural abilities and teaching powers, a thorough course of general training in the best literary institutions in the country, and an equally complete professional training in the normal school; he may have grown gray in the service and been revered by thousands of grateful pupils whom he had clothed with power and guided to usefulness and honor; all this might be true, and yet if such a man, with his well-earned honors thick about him; with the living trophies of his genius and skill scattered everywhere, should come to Illinois, he could not teach in the obscurest district to be found in the darkest corner of the State, without submitting to an examination, and obtaining a certificate of qualifications to teach a common school! And if, in two years, he, the light and strength of a hundred schools, should wish to teach in an adjoining county, he must again be examined and licensed, and so on for each of the one hundred and two counties of the State. Each county line strips him of his learning, immunities and honors, as the whirlwind strips the tree of its foliage, and he no sooner crosses it than he must stand, naked and trembling, before a new tribunal, to be graciously invested again with that of which he had so suddenly been dispossessed! Is it so with lawyers, doctors, ministers? Does a physician's diploma lose its virtue at a county line, or will the law declare he shall have no fees if he visits a patient across the line? Does a clergyman lose his theology or require a fresh licensure when he changes his parish?¹⁴

In 1865 Illinois passed a law authorizing the state superintendent to issue statewide life certificates on the basis of examination.¹⁵

In Illinois, it is not until the Ninth Biennial Report that the county

¹³Office of the Superintendent of Public Instruction, Third Biennial Report, (Springfield, Illinois, 1860) p. 30.

¹⁴Ibid., pp. 32-33

¹⁵Huggett and Stinnett, op. cit., 456.

data on the number and types of certificates issued (up to October 1, 1872) listed provisional certificates. These certificates are listed under a separate section entitled Examination in the Natural Sciences. "3,973 prospects were examined, of them 3,114 were successful. 859 were unsuccessful, and 1,588 provisional certificates were issued."¹⁶

Nationally, the rise of Normal Schools and the development of professional organizations in education occurred during the last half of the nineteenth century. Both events affected certification standards and practices.

In the report of 1883, the superintendent of the Illinois Office of Public Instruction, Henry Raab, emphasized the need for raising the qualifications of teachers. He viewed examinations as an inadequate measure of successful teaching and advocated professional education as a prerequisite for teaching. "If the common school system of the state is to be, as frequently called by its friends, the palladium of our liberty, the day is not far distant when everyone who attempts to teach in the common schools of the State, will have undergone a preparation of professional training in a State Normal School before he begins the work."¹⁷

The National Teachers Association, now the National Educational Association, was founded in 1857. The National Teachers' Organization failed to establish rigid and selective standards for membership, and assume professional leadership in licensure.¹⁸

¹⁶Office of the Superintendent of Public Instruction, Ninth Biennial Report, (Springfield, Illinois, 1872) p. 9.

¹⁷Office of the Superintendent of Public Instruction, Fourteenth Biennial Report, CXXV (Springfield, Illinois, 1882).

¹⁸Lucien Kinney, op. cit., pp. 51-52.

It had little effect on the setting of professional standards in comparison with organizations developing in other professional fields at about the same period of time. Education came to depend instead on certification. Certification differs from licensure as found in other professions. "Professional licensure is aimed at identifying qualified candidates and excluding unqualified ones, while certification admits a sufficient number of teachers to the profession with substandard preparation to staff the classes. Only part of the members of the teaching profession are certificated. (Teachers in private schools in the United States are seldom even required to hold certificates.) Professionals in education have no automatic authority in certification; their function is advisory only. In education, there is no licensure board. In other professions such a board is composed of professionals appointed by the state which screens graduates of accredited institutions for admission to the profession.¹⁹ Had the N.T.A. taken firm control from the beginning, provisional certification would probably have become history, and licensure in education would be firmly under the control of professional organizations. Instead, certification gradually became a function of the states.

At the turn of the century, beginning attempts at reciprocity agreements among counties as well as between states were instituted. Reciprocity continues to be a problem and inconsistencies often lead to provisional certification. During this period there were other developments in the area of certification that were also to have an effect on provisional certification. Among them were: gradual emergence of licensure based upon completion of a prescribed course rather than upon examination; gradual emergence of the

¹⁹Lucien Kinney, Trends in Certification Practice for the Secondary School, High School Journal, (Mar. 1967), vol. 50, 316.

statewide certificate; and issuance of specialized certificates (endorsed for given positions or teaching fields).²⁰

As states took control of certification they began to issue more and more types of certificates each stipulating specific requirements.

Teacher education institutions found they were compelled to adjust their programs to meet these requirements and that state departments were actually controlling the curriculum.

In recognition of the rising problem of state control of the profession, the NEA organized the National Commission on Teacher Education and Professional Standards. A study of adequate certification practices was one of its seven major goals.

New Horizons in Teacher Education and Professional Standards, a project undertaken by NCTEPS in 1958, included certification as one of the five areas studied. "This task force was to project an image of the teacher and teaching services a decade or two decades into the future to define goals to achieve this image and to suggest means by which the profession could implement new goals."²¹

The NCTEPS report called for unification of the teaching profession and the assumption by the profession of its responsibilities.

Proposed goals that directly affect provisional certification are as follows:

1. That standards of selection be rigorously applied from early identification of able students throughout the professional

²⁰Anthony C. Ia Bue, "Teacher Certification in the U.S.; A Brief History", J. of T. Ed., (June 1960), vol. 2, 153.

²¹Margaret Linsey (Ed), New Horizons for the Teaching Profession, Washington, D.C., (NCTEPS NEA 1961) 243.

careers of all educators.

4. That only those professional prepared programs (both graduate and undergraduate) accredited by the professional accrediting agency be recognized by licensing agencies.
6. That there be one standard license to teach endorsed by area of specialization and obtained on the basis of graduation from an accredited program, satisfactory passing of a comprehensive examination of background information, institutional recommendation of fitness to begin to teach, and satisfactory performance during one year of full-time responsible teaching. Fulfilling requirements for the licensure will require six years generally.
7. That only those teachers be employed who have been prepared in accredited programs requiring demonstrated competence to practice and beyond the first year of teaching only those who hold the standard license.
9. That the profession establish state professional standards boards with affiliated commissions on . . . (e) licensure of all professional personnel . . . "22

Achievement of these goals would eliminate provisional certification, but does not appear to be in the immediate future. For instance, issuance of a single certificate as advocated would necessitate some drastic changes in current procedure of issuing many different kinds of teaching certificates. The present trend does seem to be away from proliferation. As Stinnett reports, "over the past fifty years the number of separately named certificates had risen to a high of 1,000 in 1949. In 1957, 618 certificates were issued in the United States, and in 1967, 849 such certificates were reported."²³ A single certificate would necessitate uniform requirements. The requirements for certification bear little resemblance according to Hodenfield and Stinnett, "requirements for regular certificates in some states actually have been lower

²²Ibid., p. 2-4.

than those for the emergency certificates in others."²⁴

Variations in provisional certificates among the states is difficult to assess because of lack of uniformity even in the definition of the term. In some states provisional certification is defined as a certificate awarded to beginning teachers lacking teaching experience. In others it is interpreted as a stop-gap measure. In certain states the provisional certificate is issued if the applicant has a deficiency in a United States or state history requirement. In Illinois it indicates a deficiency in preparation for teaching, a failure on the part of the applicant to meet the requirements stated in the school code.

A California bulletin characterizes provisional certification in a demeaning way, stating that,

The State Board of Education is empowered to issue provisional credentials to authorize service in those specific fields in which extreme shortages exist. In recent years the State Board of Education has tried to avoid the use of provisional or emergency credentials. A person should not count on employment by this kind of document. Most persons prepared as teachers will qualify for partial or conditional credentials.

Provisional Credential applications are not accepted directly from the applicant unless the application is accompanied by a statement of need, signed by an official of a school district and by the county superintendent of schools of the county in which the school district is located. This statement of need is an affidavit stating that the district has contacted several placement offices and cannot secure the service of a qualified teacher eligible for either a standard credential or a conditional credential.²⁵

In contrast an Illinois publication hails the provisional certificate,

²⁴G. K. Hodenfield and T. M. Stinnett, The Education of Teachers: Conflict and Consensus, (Englewood Cliffs, New Jersey: Prentice-Hall 1961), 138.

²⁵Carl A. Larson, California State Department of Education, Teaching in California Schools, (Sacramento, 1966), p. 9.

stating that "Illinois' extensive use of the provisional certificate seems to have all but eliminated in this state what educators usually call the emergency certificate. States are attacking the problem by advancing the minimum requirements in college years of preparatory requisite for the issuance of emergency certificates. Connecticut, Indiana, and Minnesota, for example, now require that the holder of an emergency certificate have a college degree. It will be recalled that the holder of an Illinois provisional certificate must also have a bachelors degree."²⁶

Views and Issues Regarding Provisional Certificates

The number of teachers with substandard preparation, according to Kimney, reached a peak for the United States in 1946 at 127,016, which was about fifteen percent of the teaching staff. It reached a post-war low in 1952-53 at 69,626, or about seven percent of the staff. Since then the proportion has remained practically constant, with about seventy-five percent of the emergency teachers in the elementary grades.

The NEA Research Division (October 1966) reported that

Despite the greatest number of graduating teachers in a single year in history--200,919 during the 1965-66 school year--the shortages greatly increased. On the basis of the highest criterion used, the demand for teachers exceeded the supply for the 1966-67 school year by 169,300 (141,800 in elementary and 27,500 in high schools).²⁷

Huggett and Stinnett state that

The reason for the issuance of emergency certificates is predicated upon the inability to find enough qualified teachers to fill all jobs . . . But it is a logic of expediency often grossly abused

²⁶James T. Mooney, The Certification of Teachers, Ill. Legis. Council, (Springfield, 1966), 14.

²⁷Teacher Supply and Demand in Public Schools, Research Report, R. 16, (Washington, D. C., Oct. 1966), The Assn., 8.

and so long as the teaching profession condones the undercutting of standards, just so long will status as a true profession be denied it.²⁸

Critics of the present certification system feel either that the present requirements are designed by the establishment to preserve the status quo, are too inflexible, or completely miss the mark of identifying the qualified teacher.

In Quackery in the Public Schools, Albert Lynd says of certification "its one of the neatest bureaucratic machines ever created by any professional group in any country anywhere since the priesthood of ancient Egypt."²⁹

"The question that is asked is not whether a man or woman is a good teacher, but whether he or she has course credits in pedagogy. Experience in teaching gained, let us say, in a private school, will not satisfy the requirements. Though practice teaching may be one among the accrediting demands, a certificate is never granted for brilliant performance in teaching alone. The credits earned in someone's course in pedagogy must be down on the record. A local board may know a candidate well and be certain of his capabilities as a teacher, but its hands are tied. A bureaucrat in the state capital must shuffle the papers and certify that the prescribed education courses have been taken. No one is permitted to demonstrate a knack for teaching and thus slip through the pedagogy dragnet. Pestalozzi himself, after a lifetime of teaching, could not be regularly and permanently employed by the school board in the smallest hamlet in the nation, because, forsooth, the official standards would prove him ignorant of and incompetent in

²⁸Huggett and Stinnett, op. cit., 462.

²⁹Albert Lynd, Quackery in the Public Schools, Little Brown and Co. (Boston, 1953), p. 133.

pedagogy", says critic Arthur Bestor.³⁰

Raymond P. Harris defends the certification system saying,

"certification requirements are not the results of a conspiracy among educators; they have been established openly and legitimately and they have been revised whenever necessary. They are the school's strongest bulwark."³¹

Perhaps the best known critic of practices of certification is James B. Conant. He refers to the number of various certificates issued as a "bankrupt process", and the practice of issuing emergency certificates in huge numbers as a "national scandal".³² He calls for a halt to certification. In his book, The Education of American Teachers, he is very critical of state practices and standards. He believes that practice teaching, organized and conducted along specifically detailed lines, should virtually supplant the requirements of professional education courses as standards in certification.

While many advocate reduction of the number of types of certificates and endorsements by colleges, others advocate enlarging the number of specialized certificates. Charles Reavis, arguing for a separate junior high school teaching certificate, states that

the Junior High School concept is over fifty years old and yet it has not come of age in the field of teacher certification. It is the dominant form of school organization, yet it is not universally recognized by state certifying agencies.³³

William E. Stradley advocates

³⁰Arthur Bestor, Educational Wastelands, Urbana, (U. of Ill. 1953), pp. 131-132.

³¹Raymond P. Harris, American Education, Facts, Fancies and Folklore, (New York; Random House, 1961) 248-249.

³²T. M. Stinnett, Teacher Certification, op. cit., 253.

³³Charles Reavis, Junior High School Certification - Necessity or Luxury? (High School Journal, 1968), 173.

Evidence of adequate preparation and training, personal fitness, satisfactory service, and professional growth should be factors considered in certificate issuance. The use of the bases not only would promote personal effort for growth but would also help to raise standards, put more responsibility on the school district to promote teacher growth, and reward individual effort for self-improvement.³⁴

In his article, "The Perennial Student", he opposes credit hours as a sole means of certifying teachers.

Robert Du Fresne would place the responsibility for such rating with the state, according to his article entitled, "A Case for Merit Certification". He recommends that recognition of merit be the responsibility, not of the local system, but of the state. He believes that if the principle of merit is valid in one locale it must be valid in others as well. With this in mind, he proposes a means of establishing a system of merit evaluation on a state-wide basis. A system of certificates would be offered by the state corresponding to the following patterns;

I. The Basic Certificates:

- A. The Probationary Certificate
- B. The Regular Certificate

II. The Advanced Certificates

- A. The Masters Certificate
- B. The State Certificate³⁵

Conversely, James Le Sure, advocating broad categories for certification, says

An administrative official in a state office building cannot look at the record of a candidate for a teaching certificate and determine whether or not the candidate loves children, gets along well

³⁴William Stradley, The Perennial Student: Must a Teacher go to College all his Life? (Clearing House 36: April 1962), pp. 500-501

³⁵Robert A. Du Fresne, "A Case for Merit Certification", Journal of Secondary Education, Vol. 41, No. 8, (Dec. 1966), p. 348.

with their parents, knows how to communicate knowledge to them (or to their parents), understands their problems, or can instill in them a love of learning as an end in itself. Certainly he cannot tell whether the candidate can function as an efficient and effective individual on starvation wages, or little more.³⁶

One of the questions regarding standards for certification, provisional or regular, is what is the effect when requirements are raised?

The article "Staff Supply and Demand", in the Encyclopedia of Educational Research, 1960, reported that high standards not only reduce teacher turnover but exerts a stabilizing effect on the educational system. In 1962, the NEA report on "Teacher Supply and Demand" drew attention to the fact that states which had a high percentage of college graduates among the total elementary school corps of teachers were able to recruit other highly qualified teachers, who, in turn, would tend to raise the total state average. On the other hand, those states with total elementary staffs at the lower levels of preparation tended to be inducting new teachers with less than the national average amount of preparation.³⁷ The study reported in the literature that seemed most closely related to one described in this dissertation was conducted by Joe Bledsoe and Ralph Lightsey, entitled "Selected Perceptions of Beginning Teachers in Georgia as Related to Certification Status".

Their problem was to determine whether professional and provisional certificated beginning teachers in Georgia differed with respect to opinions concerning choice of vocation; the teacher preparation program, their teaching experiences and their views on teaching as a career.³⁸

³⁶James Le Sure, "Teacher Certification: Is Overhaul Enough", Saturday Review, Vol. 46, (Jan. 19, 1963), 72.

³⁷NEA Research Division, Teacher Supply and Demand in the Public Schools Res. Report, R. 16 (Washington D.C., Oct. 1962), The Assn. 10.

³⁸Joe Bledose and Ralph Lightsey, "Selected Perception of Beginning Teachers in Georgia as Related to Certification Status", Journal of Teacher Education, Vol. XVII, No. 4, (1966), p. 481.

Eight hundred and thirty three professional teachers and 204 provisional teachers were represented. They found that first year provisional teachers differed from first year professional teachers (those with standard certification) in many ways. The following indicate some of the differences:

- a. The provisional teachers made a much later career choice than the professional teachers.
- b. Professional teachers indicated teaching as a first career choice more often than provisional teachers.
- c. The professional teachers indicated increased skills, insights and understandings associated with professional education in comparison with provisional teachers.
- d. The professional teachers were more often disappointed with their teaching assignment than the provisionals.
- e. The professional teachers reported disagreement with the philosophy of the principal more frequently than provisional teachers.
- f. More professional teachers reported lack of materials, discipline and the number of non-teaching duties as their greatest source of dissatisfaction than professional teachers.
- g. More provisional teachers reported indifference on the part of students, parents and supervisors as their greatest source of dissatisfaction than professional teachers.
- h. More professional teachers and fewer provisional teachers indicated that their present attitude toward teaching was satisfactory or very satisfactory.

Reciprocity

Reciprocity is one of the most frequently discussed issues in the literature and undoubtedly one of the most common situations that force teachers to accept provisional certificates.

While most state departments seem to believe there is for teachers a great degree of freedom of movement across state lines, graduates in a degree program of teacher education in an accredited college (not necessarily in one holding NCATE accreditation) still face the irritating imposition of specifics on migrating teachers. In view of the increasing mobility of the population in general—some estimates indicate that as many as twenty-five percent of all American families move to new addresses each year—more clearly defined and accepted reciprocal arrangements are needed.³⁹

The kinds of agreement which would be required in order to have the competency of a teacher certified in one state recognized and accepted by another state are:

First, the different states would need to reach agreement on what constitutes an adequate teacher education curriculum. Second, they would have to agree on a set of minimum standards for teacher education institutions; this would probably require recognition of some kind of national or regional accrediting body for teacher education. Third, they would have to agree on a formula for making teaching certificates comparable, that is, a state which issues separate certificates for primary-kindergarten, elementary, and junior high school teachers would need some means for evaluating a teacher who taught in a state which issues only one kind of certificate for grades K-8.⁴⁰

In an article Comments on Teacher Certification, Constance Melarno

³⁹T. M. Stinnett, Teacher Certification, op. cit., 250

⁴⁰Sidney Simandle, "Certification Across State Lines", NEA Journal, (Dec. 1965), Vol. 54, p. 56.

states her difficulties. The following is just one incident described.

That summer I taught two French courses at American University in Washington, D.C. Among the students in my advanced course was a woman who traveled three to five hours daily (depending on her mode of transportation) to take this course. It was the only one available in the area, and she needed it for--you guessed it--Maryland teacher certification. Moreover, she requested that I write a letter to accompany her transcript describing my course in detail. In order to be eligible for Maryland teacher certification, this woman had to enroll in a course taught by someone who did not and could not qualify for that same certification!⁴¹

She is answered by Don Davies, Executive Secretary, National Commission on Teacher Education and Professional Standards (an NEA Commission), who enumerates future goals as follows:

1. A legally recognized, broadly representative professional certification board
2. The approved-program idea practiced in both letter and spirit
3. Universal reciprocity in certification based on NCATE accreditation
4. The elimination of all discriminatory special course requirements for initial certification (e.g., state government or history)
5. Strengthened state department of education staffs in teacher education and certification
6. The application of computer technology to assure that the certification process is operated as efficiently and economically as possible
7. Provision for individuals to demonstrate teaching competence in a variety of ways (e.g., an examination in lieu of a course)⁴²

Myron Lieberman suggests national certification of teachers as a remedy for reciprocity problems. Initially he asserts

At the present time each state sets its own certification require-

⁴¹ G. Melarno and D. Davies, "Comments on Teacher Certification", NEA Journal, Vol. 55, (Sept. 1966), 18.

⁴² Ibid., 19.

ments. This situation impresses many people as conducive to experimentation. Actually, however, it has an opposite effect. No state supports the kind of research and evaluation which should undergird certification. The wide variety of state certification requirements has little, if anything, to do with experimentation. It is simply a consequence of the large number of groups inadequately staffed and financed to make recommendations concerning certification. No particular set of recommendations gains precedence because none has any solid foundation in research.⁴³

In the following statements, Lieberman voices his disapproval of (1) control by the establishment, and (2) the system of reciprocity as established by NCATE. If national certification were to become a reality, he believes a substantial number of substandard certificates would not be necessary.

My support for national certification rests upon the conviction that institutions of higher education have too much autonomy in teacher education. Advancing under a barrage of unexamined cliches, these institutions have created a situation in which they need conform only to a series of loose regulations concerning courses. They need neither conform to nor respect any requirements relating to the content of these courses, or how much prospective teachers get out of them.⁴⁴

Reciprocity is only common sense as used between states which follow the latter policy. Since the states have no qualitative standards for teaching certificates, reciprocity makes no sense, unless on the basis that you should not worry about the quality of out-of-state applicants when you do not worry about the quality of applicants from within the state. One reason why I am not optimistic about the accrediting of the National Council for Accreditation of Teacher Education, or reciprocity based on it, is that such accreditation is not geared to any basic academic program which accredited schools must accept. Students studying for the same teaching certificate in NCATE-approved schools have to meet very different standards for admission and take very different programs.⁴⁵

Today in Illinois

Illinois is one of the few states in which the requirements for certifi-

⁴³Myron Lieberman, "Considerations Favoring National Certification of Teachers", Journal of Teacher Education, Vol. XI, No. 2, (June 1960), 194.

⁴⁴Ibid., 194.

⁴⁵Ibid., 195.

education are to a considerable extent fixed by statute. The statutes of all the states prescribe such general classifications as age, citizenship, etc., but the Illinois School Code also sets the degree and semester hour requirements for all the certificates issued here, except the General Certificate. The School Code also specifies for most of the certificates the amount of time that must be devoted to professional education courses and practice teaching.⁴⁶

Three agencies help to formulate certification requirements. The first is the State Teacher Certification Board. This statutory agency has as its major function determining certification requirements. Its members include the State Superintendent (ex officio chairman). Members of the board are appointed by the State Superintendent.

The second agency, the Illinois Council on Teacher Education, is a non-governmental organization with twenty-eight members representing the State Teachers Association and various groups of teachers and institutions of higher learning. I.C.T.E. consults on the drafting of certification requirements.

The third group is also a non-governmental advisory agency. The Illinois State Commission on Teacher Education and Professional Standards helps formulate certification requirements for classroom teachers.

Today five types of provisional certificates are issued in Illinois; (1) the provisional elementary, (2) the provisional high school, (3) the provisional special (4) the provisional foreign language and (5) the provisional vocational.

⁴⁶James Mooney, The Certification of Teachers, op. cit., 3.

All provisional certificates today with the exception of the provisional foreign language and provisional vocational require a degree. They are renewable on the condition that the holder earn eight semester hours of college credit each two year period until the requirements for the standard certificate of the same type are met. A second provisional certificate may not be issued.⁴⁷

The provisional foreign language certificate has no academic nor constitution test renewal requirements. If the holder does not attain United States citizenship within six years from the date of issuance of the original certificate, the county superintendent must suspend the certificate. When the holder becomes a United States citizen, the suspended certificate may be reinstated. Citizenship is the only renewal requirement. When citizenship is attained, the certificate may be renewed indefinitely without additional credit requirements.

The provisional vocational certificate has no renewal requirements, nor does it require an examination on the constitutions of the United States and the State of Illinois. It must be registered annually.

The holder of a provisional certificate is solely responsible for meeting the renewal requirements of his or her certificate. In case of a renewal made in error, the holder not having actually met the renewal requirements, the certificate has no force or effect and from a legal standpoint is null and void.

When the holder does not meet renewal requirements the county superintendent's endorsement on the back or the actual issuance by the State Teacher Certification Board does not validate the certificate and the holder may not teach and may not receive compensation for teaching.⁴⁸

The certificates described above are issued in Illinois today. However, a number of the total population of provisional teachers now teaching in Illinois are teaching on certificates that are renewable but are no longer

⁴⁷Gladys Walsh and A. W. Dickey, "Teacher Certification, Part II, Rules and Regulations for the Registration and Renewal of Teachers Certificates", State Teacher Certificate Board. (1967). p. 4.

⁴⁸Ibid., p. 7.

issued. They are as follows:

Temporary Provisional - Certificates issued without a degree between July 10, 1953, and June 30, 1960, but with thirty semester hours, continue to be renewable on five semester hours of college credit earned in a recognized college within the year. The transcript and request of the employing board and county superintendent's approval, together with the certificate, must be forwarded to the State Teacher Certification Board for renewal.

All provisional certificates without degrees issued prior to June 30, 1943 have expired as have the four year Blue certificates issued between July 1, 1943 and June 30, 1951 on completion of sixty semester hours, including ten hours in professional education. These certificates no longer have renewal or exchange value. The date of issue of a certificate is an important factor in determining its validity and renewal requirements.⁴⁹

Patterns of Certification

The following chart summarizes some of the types of certificates issued between 1955-1966. Only the regular and provisional certificates used for teaching in the elementary schools and high schools are included here. Substitute certificates are also excluded because they have not been considered under provisional certificates in the study nor do they fit under the regular certificate category.

The chart indicates the rise in the proportion of provisional certificates granted, is particularly noticeable between the years 1956-1962. Approximately one out of three new certificates was provisional in 1961-62. It is to be noted that in 1961-62 more provisional elementary certificates were issued than standard elementary certificates. In 1959-60 and 1960-61 the standard elementary certificates only outnumbered the provisionals by a

⁴⁹Ibid., p. 3.

TABLE 1

NEW CERTIFICATES ISSUED BETWEEN JULY 1, 1955 - JUNE 30, 1966

Types	55-56	56-57	57-58	58-59	59-60	60-61	61-62	62-63	63-64	64-65	65-66
1. Standard Elementary.	2388	2087	2235	2454	2301	2532	3051	3505	4466	5133	5739
2. Kindergarten-Primary.	29	....	....	....	....	....	....	....	....	....	....
3. Standard H.S.....	2709	2752	3166	3300	3786	3671	4125	4901	5565	5651	5966
4. Standard Special....	714	673	727	789	836	774	1131	1470	1763	2182	3471
5. Prov. Elementary....	1026	1922	1877	1954	2166	2404	3134	1435	3105	1731	1827
6. Prov. K - P.....	8	....	....	....	....	....	....	....	....	....	....
7. Prov. H.S.....	126	663	730	894	913	1498	1763	1158	2135	1432	1624
8. Prov. Special.....	39	152	194	175	162	263	373	262	374	327	324
9. Prov. For. Lang.....	....	....	....	....	....	....	....	0	4	14	35
10. Prov. Vocational....	21	20	14	10	1	7	18	16	60	110	134
11. Temp. Prov.....	?	?	?	219	153	....	....	....	....	....	....
Total Standard.....	5840	5512	6128	6543	6923	6977	8307	9876	11694	14915	19143
Total Provisional...	1220	2757	2815	3033	3242	4172	5288	2871	5678	3616	3946
Grand Total.....	7060	8269	8943	9546	10165	11149	13595	12747	13595	18531	23089

Figures compiled by Gladys Walsh
State Certification Board, Springfield, Illinois

slight margin.

The growth of the issuance of the provisional high school certificates since 1955 compared to the growth of the standard high school certificates is noteworthy. The issuance of the standard certificate has increased in number two and one-half times. By 1966 the provisional certificate had increased to more than ten times its number in 1955.

In 1964-65 there was a noticeable decline in applicants for the provisional elementary certificate and the provisional high school certificate. The legislature at its 1961 session raised the requirement for the provisional certificate to the bachelor's degree and abolished the provision for waiving student teaching, both effective in 1964. Since 1964 about one out of every fifteen new certificates issued is provisional.

Some Specific Problems Related to Illinois Certification Procedures

In Illinois the predicament of reciprocity is not as urgent as in some other states. Progress has been made toward relieving this situation. A review of action since 1950 reveals this:

The following explanations appeared in Illinois State Teacher Certification Board bulletins in 1950, 1952 and 1956.

(1950)

RECIPROCITY

Illinois has no certificating reciprocity with other states. For this reason certificates secured in other states are not transferable to this state; neither do the laws of the state provide for the issuance of certificates by endorsement.⁵⁰

⁵⁰ Illinois State Examining Board, Compiled by Luther Black (1950), "Minimum Requirements for Limited State Certificates", p. 59.

(1952)

RECIPROCITY

Efforts have been made to work out a reciprocity program with other states, especially in the Central States Conference region. However, a full reciprocity program is very difficult because of statutory requirements in the various states. Our Certification Board cannot exceed the statutory limitations hence, in cases such as requirements for citizenship and age limitation must be adhered to and many states do not require citizenship for certification. Therefore, any form of reciprocity to which our Certification Board might agree would have to be subject to the limitations of the statutes of Illinois.⁵¹

(1956)

RECIPROCITY

Illinois has a reciprocity agreement with four neighboring states as follows: Kansas, Iowa, Nebraska and Wisconsin. Each teacher receiving a certificate under the reciprocity agreement must meet the following requirements:

- a. Must have completed at least a four-year program of teacher education in a college or university recognized, approved, or accredited by the State Department of Education in the state in which the institution is located and by NCATE, or a regional accrediting agency approved by the state which issued the certificate.
- b. Must have completed at least one year of successful teaching, or eight semester hours' credit during the five-year period immediately preceding the date of application.
- c. The reciprocity certificate issued shall be valid only for the area

⁵¹ "Minimum Requirements for Limited State Certificates", compiled by Luther Black, Illinois State Teacher Certification Board, (Springfield, Illinois 1952), p. 17.

or areas of instruction and at the level or levels of instruction for which certification was granted by the state from which transfer is made.

- d. Each applicant must have the favorable recommendation of the certification officer of the state from which transfer is made to be eligible for a certificate by reciprocity.
- e. Certificates suspended or revoked in one state shall stand suspended or revoked in all other states that have signed the reciprocity agreement.
- f. Each applicant for a certificate by reciprocity shall comply with all requirements of the receiving state regarding filing of application, fees, age, citizenship, health examinations and other similar requirements.⁵²

Presently the reciprocity provision is section 21-11.1 of the School Code. This provides that an applicant for Illinois certification who holds or is eligible to hold a certificate under the laws of another State or Territory of the United States may be granted a corresponding Illinois certificate if he meets the general requirements as to age, health, character, etc., and if the requirements of the State wherein he is certificated are substantially similar to the Illinois requirements. The determination of the equivalency of requirements is left to the Superintendent of Public Instruction in consultation with the State Teacher Certification Board. A 1965 amendment, H .B. 647, removed a requirement that the other state grant reciprocity to Illinois certificate holders. If the incoming teachers are

⁵²"Minimum Requirements for Limited State Certification", Compiled by Luther Black, (January 1956, Springfield, Illinois), No. 100, p. 16.

merely graduates of out-of-state institutions, Illinois recognizes their course and degree credentials if the institution in question has National Council for the Accreditation of Teacher Education (NCATE) approval.⁵³

One of the most common problems Illinois applicants face in regard to reciprocity is in personally qualifying for a specific type of certification. Naturally, reciprocity is in effect only when the type of certificate for which a candidate qualified in the state in which he was graduated is actually available in Illinois. Otherwise, there can be no reciprocity and no regular certificate granted.

Even some individuals who graduate from in-state institutions ask for certification different from that of the college program in which they engaged. Hence, they must receive provisional certification. It is believed some of these students sign contracts early in the spring, even though the superintendent for whom they were planning to teach knew they would not be eligible for the type of certificate necessary in the job to which the contract committed the teacher. One authority suggests that this situation wherein superintendents are willing to hire applicants with substandard certificates could be remedied by providing schools with incentives for employing teachers with standard certificates and applying penalties for employing teachers with substandard certificates.⁵⁴

Another problem exists because the provisional certificate in Illinois has no requirement that a student has been in an approved program of teacher education. The effect of the present wide-open "back door" which permits

⁵³James Mooney, The Certification of Teachers, op. cit., 7.

⁵⁴Charles Allen, "Needed Improvements in Teacher Certification", Illinois Education Association Journal, Vol. 25, No. 2, 74, October, 1952

certification without completion of an approved program causes those administering teacher-education programs to ask, "Why should we improve our programs when anyone can circumvent them so easily? Why should we refine the process for judging students for their fitness for teaching when students we do not recommend get certificates so easily?"

College and university programs for preparing teachers will not be improved materially if the "back door" continues to be open--if bypassing the requirements of approved programs without penalty continues to be a simple process. Closing the "back door" appears impossible without amending the law to require program completion.⁵⁵

According to Charles Allen, some teachers are forced to obtain provisional certificates because there is no definition of acceptable fields for high school teaching (i.e. a certificate could be granted to an applicant who has a major in philosophy and a minor in psychology). Therefore, it is possible to hold a teacher's certificate but not be permitted to teach anything in a recognized Illinois high school. Thus a teacher may be forced to accept a position teaching in a field in which his qualifications do not meet those of the state and to receive provisional certification.⁵⁶

Our present certification system must be misleading to many due to its variations in certificate types and requirements. Such confusion could cause provisional certification. For instance, overlapping of types of certificates (with corresponding variations in requirements) for some levels of teaching

⁵⁵Harold Ladnwehrrmier, "Problems of Teacher Certification", Ill. Educ. Assn. Journal, Vol. 50 (Jan. 1962), 195.

⁵⁶Charles Allen, "Needed Improvements in Teacher Certification", op. cit., p. 74.

positions are confusing. The following certificates are all valid for teaching in the ninth grade: high-school certificate, elementary school certificate, junior college certificate, provisional certificate, provisional vocational certificate, all-grade supervisory certificate, elementary supervisory certificate, special certificate, and substitute certificate. Variation of requirements for the different kinds of provisional certificates is also a possible source for confusion on the part of applicants. Sometimes the requirements appear to favor one group over another.

A law passed by the 72nd General Assembly created a new provisional certificate for foreign-language teachers who are not citizens of this country. While the intention undoubtedly was only to escape the citizenship requirement for these people while they were preparing to become citizens, it appears that if the holder gains citizenship within six years the certificate may be renewed indefinitely without earning any college credit, a provision the ordinary provisional certificate does not have.⁵⁷

Summary

A review of the history and literature related to provisional certification indicates that many factors have an influence on the various problems related to provisional certification and on provisional certificate holders. A difference of opinion exists as to the best course of action to be taken toward solving the problems. There is general agreement that improvement is needed in teacher certification.

⁵⁷Charles Allen, Ibid., p. 75.

CHAPTER III

RESEARCH PROCEDURES

Introduction

A great deal of preliminary work preceded the actual statistical testing of the hypotheses.

Instrumentation was developed, field tested and restructured, the population sampling was identified, the survey and interviewing schedules formulated, field tested and refined and categories for analyzing the data were developed. This chapter describes how the preceding steps were implemented in this investigation.

Identification of the Sample

A total of six instruments was used to elicit responses from the two populations studied. Initially those populations included (a) all the provisionally certificated teachers (excluding the city of Chicago) in the state of Illinois and (b) all the district superintendents (excluding the city of Chicago) within the state of Illinois.

In the second study the provisionally certificated teachers were represented by a random sampling of approximately 10 per cent of all the teachers who responded to the initial survey. It was estimated that approximately 5,000 of the 6,800 provisional teacher fact sheets would be returned from the initial study. (Actually 4,500 were returned.) Every seventh return was to be included in the second study. Numbers from 1-7 were placed in a hat.

The number drawn was 3. The first return selected for the second survey was number 3, the next number 10, then number 17, etc. Therefore, only the provisionally certificated teachers who were concerned enough to complete and return the first survey were included in the follow-up study. It was necessary for this study to have the information elicited by both surveys. It was also felt that an initial response would indicate interest that would help to insure an adequate response to the second mailing.

One hundred district superintendents having 10 or more provisionally certificated teachers in their districts were chosen for the second survey. It was assumed that superintendents that had at least 10 provisionally certificated teachers in their districts would have a sufficient number of opportunities to become acquainted with their problems and the effects of provisional certification on such teachers. All superintendents having 20 or more provisionally certificated teachers were automatically included in the second study. The remaining district superintendents considered were those that had between 10-19 provisionally certificated teachers in their districts. The names of these superintendents were placed in a hat and the number necessary to make up the remainder of the 100 district superintendents was drawn on a random basis.

It was decided that the sub-sample selected for interview purposes should be representative of a cross section of the school districts within the state by wealth of district and by size as well as by the level (either elementary or high school) of the teaching position of the holder of the provisional certificate. The size of the districts as indicated by pupil enrollment, ranged from 613 to 7,153. The wealth of the districts as indicated by assessed valuation were considered essential factors in the

selection. These districts ranged in per pupil assessed valuation from \$7,598 to \$39,108. Elementary districts of less than 1,000 ADA were divided into two groups according to assessed valuation as low income or high income districts. The average per pupil assessed valuation of \$24,584 was the dividing line between the two groups. One provisionally certified teacher, holding a position in the elementary school in a small (less than 1,000 ADA), low income district was selected for interview. A second provisionally certified elementary teacher was selected from a small, high income district. Two provisional teachers from large districts, (more than 1,000 ADA) one a high income district, and one from a low income district, were also selected. The average per pupil assessed valuation of \$29,031 was the dividing line between the high income and low income groups.

The unit districts with more than 1,000 ADA were also divided into high and low as to assessed valuation. The average per pupil assessed valuation of \$19,773 divided these high and low income groups. Unit districts under 1,000 ADA were divided into high and low income groups. The average per pupil assessed valuation of \$24,713 separated these groups. Four provisional high school teachers were selected to represent the division as were four elementary teachers.

High school districts were not included because they had an insufficient number of provisional teachers to qualify. The district superintendent of each selected teacher was also included for interview purposes.

Information concerning school districts AV were found in 1965 Assessed Valuations and 1966 Tax Rates in Descending Order, Circular Series A, Number 198, Office of the Superintendent of Public Instruction, Springfield, 1967. The Directory of Schools 1967-1968, Office of the Superintendent of

Public Instruction, Springfield, supplied pupil enrollment facts.

Development of the Survey Instruments

Survey Instrument A entitled District Superintendent Questionnaire (see Appendix B) was sent to all district superintendents within the state of Illinois (excluding the city of Chicago).

This instrument was developed (a) to involve the superintendents in the study and obtain their cooperation, (b) to collect baseline data from superintendents regarding provisionally certified teachers, (c) to gather their opinions on questions pertaining to improved assistance to provisional teachers to attain regular certificates, and (d) to elicit suggestions from superintendents for solutions to problems of provisional certification.

The survey instrument was formulated by first isolating the general areas needed to test the hypotheses. Next, the specific sub-items were developed under each area. The basic criterion relied upon when forming the sub-items was whether they could be answered concisely and whether they contributed valid data to the analysis. After a rough draft of the survey was developed, it was administered as a pilot study to several persons in the Office of Public Instruction who had previously been school administrators. This initial trial run resulted in some modifications of the sub-items and an adjustment of terms used in the directions. Then the survey was administered to several staff members of the Evanston Public Schools, including the superintendent, the director of personnel and the director of the Laboratory School, and school principals, to determine the clarity of directions and the conciseness of items. This field test verified the adequacy of directions, items and length of the instrument.

The survey was field tested on a selected group of district superin-

tendents. After modifications, a larger group was polled.

After the survey instrument had been finalized, the superintendent of each district in the sample was notified by letter (see Appendix A) as to the purpose of the study, and the procedures to be followed.

Accompanying the district superintendent questionnaires were a sufficient number of Provisional Teacher Fact Sheets (Survey Instrument B) to be sent to every provisional teacher in the district (number according to information supplied by the Teacher Service Records of the Illinois Office of the Superintendent of Public Instruction for the school year 1966-1967).

The purpose of the Provisional Teacher Fact Sheet (see Appendix D) was to gather further baseline data regarding the status and needs of provisional certificate holders in the state of Illinois. This instrument was formulated in much the same manner as Survey A.

The survey was field tested on several employees of the Illinois Office of the Superintendent of Public Instruction, all former teachers as well as on a number of provisional teachers and several regularly certified teachers employed in School District #65, Evanston, Illinois. After suggested modifications were made, the questionnaires were mailed.

The district superintendents who cooperated in the superintendent's survey assisted in distributing the survey to their provisional teachers for field testing and the form was finalized in this light.

Follow-Up Questionnaires

Questionnaire C (see Appendix E) entitled Survey of Selected Superintendents Regarding Provisionally Certified Personnel was designed to obtain information from superintendents regarding some specific aspects of the on the job status of provisional certificate holders and also to obtain infor-

mation on how district superintendents view the performance of provisionally certificated teachers.

Four major questions requiring weighted answers were asked. Question A had eighteen individual items in it. Superintendents were asked to indicate whether provisional teachers were given preference, whether no preference between regularly certified teachers and provisionally certified teachers was shown or whether regularly certified teachers were given preference on each of the items. They were also asked to indicate whether or not the preference was a district policy.

Question B consisted of twenty items regarding specific aspects related to teaching performance. Respondents were asked to indicate whether they perceived the performance of provisional teachers as less satisfactory than regularly certified teachers, the same as regularly certified teachers or more satisfactory than regularly certified teachers.

In Question D ranking was required as to the most important factor causing the teacher to receive the provisional certificate (1), the second most important (2), and (3) the third most important. The questionnaire was field tested in the same manner as Survey A.

Survey of Selected Provisionally Certificated Teachers was the title of Questionnaire D (see Appendix H). The purpose of this survey was (a) to obtain data on the status and position of provisional teachers within their local school districts, (b) to obtain information on some selected items on the attitude of provisional teachers toward certification and (c) to elicit the opinions of provisional teachers on four questions pertaining to improved assistance to provisional teachers to attain the regular certificate and solutions to the problem of provisional certification. The field testing

was conducted in the same manner as described in Survey B.

Personal Interviews

The purpose of the superintendent interviews were (a) to check the reliability of the answers given on the questionnaires and (b) to provide opportunities for in-depth responses to some aspects concerning the status and problems of provisional teachers. The majority of questions included concerned the perceptions and attitudes of superintendents toward provisional teachers. Major questions found on the written questionnaires were included in this interview. Sub-questions to tap in-depth responses were developed under major questions. These sub-questions were designed to elicit elaborative, clarifying, explanatory or interpretive responses.

Interview procedures were developed and field tested on employees of the Illinois Office of the Superintendent of Public Instruction, all former school administrators, and on administrators in School District #65, Evanston, Illinois.

Modifications were made according to their responses and a training program for the interviewers was designed. The training consisted of one one hour session wherein the purpose of the study was explained, the questionnaires were examined, the procedures for the interview were outlined and demonstrated and opportunity for practice provided.

Three field consultants employed by the Illinois Office of the Superintendent of Public Instruction were selected to do the interviewing because of their knowledge of school officials and teachers, their personableness, and their interest and willingness to participate in this project.

The interviews were conducted over a three week period.

The provisional teacher interviews were designed and conducted in

essentially the same manner.

Operational Hypotheses

The hypotheses stated in Chapter I are stated in broad terms. In order to be more definitive, they have been stated in operational terms as sub-hypotheses here.

H

1. Lack of information regarding teacher certification is a major cause in obtaining a provisional certificate.

Sub-hypotheses

H

- 1A. A greater proportion of provisional teachers learned about certification requirements after college, than those who learned about requirements during or before college, as indicated by their responses.

H

- 1B. As indicated by their responses, district superintendents rank the following as a most important factor leading to provisional certification; lack of information by the prospective teacher of requirements for regular certification.

H

2. The following is a prime factor leading to provisional certification; the candidate makes a late career decision to enter the teaching profession.

Sub-hypotheses

H

- 2A. A substantial proportion, more than 25 per cent and less than 50 per cent, of the provisional teachers indicate that as undergraduates they had not decided on teaching as a career.

H

- 2B. As indicated by their responses, district superintendents rank the following as a most important factor leading to provisional certification; teaching was a late career choice.

H

3. Attitudinal factors influence individuals to apply for and/or retain the provisional certificate.

H

- 3A. A greater proportion of provisional teachers have an unfavorable attitude toward teaching as a position than those who have a favorable attitude, as indicated by their responses.

H

- 3B. A greater proportion of provisional teachers have an unfavorable attitude toward the need to obtain a regular certificate than those who have a favorable attitude, as indicated by their responses.

H

- 3C. A greater proportion of provisional teachers have an unfavorable attitude toward certification requirements than those who have a favorable attitude toward them, as indicated by their responses.

H

- 3D. A greater proportion of provisional teachers have an unfavorable attitude toward the status of provisional teachers than those who have a favorable attitude toward it, according to their responses.

H

4. Administrators perceive provisionally certified teachers differently from regularly certified teachers in regards to the fulfillment of the role expectations of the teacher.

Sub-hypotheses

H

- 4A. A greater proportion of district superintendents feel provisional teachers differ from regularly certified teachers in the fulfillment of the teaching role than those who feel no difference exists, as indicated by their responses.

H

5. Provisionally certified teachers and their administrators fail

to perceive the holding of a provisional certificate as altering conditions of employment and service.

H

5A. A greater proportion of district superintendents and provisional teachers indicate they feel that regular and provisional teachers receive the same treatment in teaching than the proportion who feel that differential treatment is given, as indicated by their responses.

H

6. Administrators and teachers differ in their perceptions regarding solutions to the problems of issuance and retention of provisional certificates.

Sub-hypotheses

H

6A. Suggestions for the Office of the Superintendent of Public Instruction regarding certification aid that are proposed most frequently by provisional teachers are not the same as suggestions proposed most frequently by district superintendents, as indicated by their responses.

H

6B. Suggestions for teacher preparation institutions regarding certification aid that are proposed most frequently by provisional teachers are not the same as the suggestions proposed most frequently by district superintendents, as indicated by their responses.

H

6C. Suggestions for specific courses to aid on certification that are proposed most frequently by provisional teachers are not the same as suggestions proposed most frequently by district superintendents, as indicated by their responses.

H

6D. The solutions to the current certification system that

are proposed most frequently by provisional teachers are not the same as the solutions proposed most frequently by district superintendents, as indicated by their responses.

Procedures for Analysis of the Data

The following techniques were considered appropriate to analyze the results on each of the survey instruments.

Survey A—District Superintendent Questionnaire

The four open-ended questions were categorized in terms of type of answer, a frequency distribution was tabulated, and a rank order of responses was determined.

Frequently the response seemed to be a more appropriate reply for a different question, however, no attempt at adjusting questions to answers was made. Only the responses where a significant group of administrators selected the same category are presented on the tables in this study. Very often superintendents failed to respond to one or more of the questions. This explains the variation in totals for each question.

Survey B—Provisional Teacher Fact Sheet

The baseline data gathered in this survey was presented as tabulated frequency distributions, and then percentages were computed. On specific questions, a rank order of frequency was developed. Tables were devised to present comparisons of data compiled that were relevant to the discussion of specific points. A mean⁵⁸ was computed for each appropriate item.

⁵⁸Merle Tate, Statistics in Education and Psychology, Macmillan, N.Y. 195, p. 54.

Data were compiled on both a regional basis and a statewide basis. An examination of the regional data revealed there was very little variation on any of the items from one region to another. Therefore, it was decided that in the interests of clarity and brevity, only the state totals would be included in this study. Statistics regarding regional responses are on file and are available at the research department of the Office of the Superintendent of Public Instruction.

Survey C--Survey of Selected District Superintendents
Regarding Provisionally Certified Personnel

In Section A, superintendents were asked to indicate whether provisional teachers received preferential treatment, no preferential treatment was given or whether regularly certified teachers were given preference. If no response was given to a particular item, it was not included in the determination of the total or mean value for that item. If a superintendent indicated that provisionally certificated teachers were given preference in one of the eighteen areas noted, the response was given the value one (1). Where a superintendent indicated "no preference shown", the response was given the value two (2), and where regularly certificated personnel were seen as being given preference, the response was awarded the value three (3). The values for all responses to a particular item were then added together and the total divided by the number of persons who actually responded to a particular item. In this way, a mean value was derived for all eighteen items. The items were then ranked in descending order on the basis of this value.

By studying this ranking, it is possible to roughly determine those areas in which regularly certificated teachers were given preference (higher mean values and lower rankings).

If 100 per cent of the respondents had indicated that provisionally certificated personnel were given preference in a specific category, the theoretical value of that category would be 1.00. Conversely, if 100 per cent of the respondents felt regularly certificated personnel were given preference, the theoretical value of that same category would be 3.00.

The responses indicate that in the majority of cases no preference shown was selected. However, in certain critical areas a high percentage of the respondents indicate variance from the general trend. Chi-square tests⁵⁹ revealed a significant difference from chance beyond the .01 level on each item.

In Section B, the same statistical treatment was applied as in Section A. Chi-square tests indicated that a significant difference from chance beyond the .01 level exists.

In Section C, frequency for responses were tabulated. Section D called for weighting of responses, a one rating received three points, a two rating received two points and a three rating received one point, and all remaining unmarked reasons were awarded no points. The total number of points awarded each response category for all respondents was then calculated. This total was then divided by the actual number of persons who responded to each item in order to arrive at the average value accorded each reason by the superintendents polled. In this way, a hierarchy or ranking was established.

Survey D—Survey of Selected Provisionally Certified Teachers

On this survey several statistical methods were used. Question A, required a weighting as to degree of importance. It employed the same system

⁵⁹Ibid., p. 294.

as is described in Survey C, Section D. Frequency, mean, percentage and rank were determined for successive questions in this survey.

On Question N, only those who had not had student teaching were asked to respond. On Question O, only those with student teaching responded. The two sets of responses were compared to each other by the test of chi-square. Each item indicated a significant difference existed beyond the .01 level.

Question P was identical to that found in Survey C, Section A, and was treated in the same statistical manner. Chi-square computations again revealed the data to be significant beyond the .01 level.

Open-ended questions were categorized and analyzed by the same methods described in Survey A. The results of these analyses are presented in Chapters IV, V, VI, and VII.

Personal Interviews

Descriptive analysis procedures were used to present data on both the district superintendent and provisional teacher personal interviews. Questions were included to verify responses to written questionnaires, explore areas regarding certification and gather in-depth responses to certification problems. These findings are presented in Chapters VIII and IX.

In Chapter X, items from the various instruments were organized, presented and discussed as they related to each of the sub-hypotheses. On a number of specific aspects, comparisons were made of various relevant items as revealed by the data.

A chi-square analysis⁶⁰ was applied to the variables regarding the treatment of teachers as presented on Survey C, Section A, Survey of

⁶⁰Ibid., p. 296.

Selected District Superintendents Regarding Provisionally Certified Teachers and also on Survey D, Question P, Survey of Selected Provisionally Certified Teachers.

Recommendations and implications for further study based on these findings were included in Chapter XI.

Summary

This chapter describes the design, methodology and those procedures used to develop this study from its inception through the data analysis phase. The sample used in this study included both the total population of provisional teachers and district superintendents in the state and subsamples of each group. The data used in the analysis were collected with four specially designed survey instruments and two structured interview schedules. The data were analyzed by the use of linear statistics and chi-square.

CHAPTER IV

SURVEY A - DISTRICT SUPERINTENDENT QUESTIONNAIRES

INTRODUCTION

This chapter presents and summarizes the data collected by the survey instrument A that concerned the needs of provisional teachers and the attitudes and perceptions of administrators toward provisional certification.

This chapter is divided into two parts. The first part presents the data as found in response to each of the four open-ended questions on the questionnaire. A summary of the survey findings concludes the chapter. An analysis of the data collected with a format paralleling the statements of the hypotheses and sub-hypotheses will be presented in Chapter X.

Presentation of Data from Survey Instrument A

Of the 1,315 superintendents to whom questionnaires were sent, 1,005 responded. This represented 76 per cent of the total group polled. The size of the respondent group, as well as the geographical distribution and size range of the districts represented by this group would appear to minimize the possibility of an unduly biased sample.

The superintendents were asked to respond to four open-ended questions.

1. In your opinion, what could the Office of the Superintendent of Public Instruction do to assist provisional teachers in obtaining regular certificates?

2. In your opinion, what could the teacher preparation institutions do to assist provisional teachers in obtaining regular certificates?
3. What specific courses would be most useful for provisional teachers?
4. What alternatives to the current certification system would you suggest?

An initial inspection of the responses revealed that in many cases superintendents did not perceive the distinction between actions engaged in by the Office of the Superintendent of Public Instruction and those of teacher training institutions in Illinois. As a result, there appears to be confusion in responses made to certain of the questions, especially questions one and two. These two questions tended to be answered in exactly the same way by several superintendents. For this study the responses to a particular question were retained with that question even though the responses may have been more appropriate to another question.

The following tables show the rank order (1-10) and frequency of the responses made by the superintendents to each of the four questions.

In Table 2, responses given by at least fifteen of the superintendents are shown. The remaining comments were mentioned by the superintendents less than fifteen times. It is noteworthy that a number of the remaining comments recommend that the Office of the Superintendent of Public Instruction should take the lead in encouraging the updating of education courses. It was felt that many of the courses now required are outdated, and are of no benefit to the teacher in today's schools.

TABLE 2

I. IN YOUR OPINION, WHAT COULD THE OFFICE OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION DO TO ASSIST PROVISIONAL TEACHERS IN OBTAINING REGULAR CERTIFICATES?

Rank	Response	Frequency
1	Eliminate the student teaching requirement for experienced teachers or give college credit for student teaching on the basis of three to five years satisfactory teaching experience	123
2	Assist in providing student teaching opportunities during the summer	96
3	Encourage colleges and universities to offer extension courses in more locations on year-round basis	60
4	Assist in providing on-the-job training to meet the student teaching requirement	39
5	Have the Office of the Superintendent of Public Instruction provide better communications, and provide information where required courses are offered, when, and cost	31
6	Set up workshops and short courses for teachers needing one or two hours credit	29
7	Provide reciprocity between states for teacher certification	23
8	Revise and update certification laws; set a time by which all provisional teachers must have a degree; issue provisional certificates for substitute teachers	21
9	Send each teacher a list of deficiencies and set a time limit in which he should remove them	17
10	Have the Office of the Superintendent of Public Instruction send letters to encourage and/or insist that provisional teachers complete the work required	15

In table 2, superintendents expressed most concern over student teaching requirements. A total of 254 superintendents gave a response which referred directly or indirectly to student teaching. The first, second, and fourth ranking responses each suggested methods for making it less difficult for teachers to complete the student teaching requirement.

TABLE 3

II. IN YOUR OPINION, WHAT COULD THE TEACHER PREPARATION INSTITUTIONS DO TO ASSIST PROVISIONAL TEACHERS IN OBTAINING REGULAR CERTIFICATES?

Rank	Response	Frequency
1	Increase the number of extension courses offered, hold them in more convenient locations, and offer more undergraduate courses	208
2	Provide more opportunities to complete the student teaching requirement during the summer months	128
3	Allow credit for student teaching while on the job under the supervision of qualified personnel	79
4	Provide more guidance to make both the graduate and undergraduate student aware of the requirements for certification	61
5	Offer more undergraduate general education courses during the summer session	27
6	Allow more flexibility in the transferring of credits	24
7	Provide short courses and workshops for credit	22
8	Waive the residence requirement for graduation	19
9	Coordinate college and university requirements with the requirements of the state office	15
10	Allow credit for student teaching to experienced teachers	12

In responding to the question "In your opinion, what could the teacher preparation institutions do to assist provisional teachers in obtaining regular certificates?" (Table 3), superintendents recommended that colleges and universities carefully evaluate courses to determine if they are relevant to modern education. Superintendents were critical of college instructors who overemphasize theory to the neglect of actual classroom procedures and recommended that colleges and universities institute new approaches to teaching methods courses.

Recommendations regarding student teaching ranked in second, third, and tenth place. Many other suggestions for satisfying the student teaching requirement were submitted but were not mentioned with sufficient frequency to appear in Table 3.

Along with specific course suggestions (Table 4), the superintendents often included additional general comments. Once again, the idea that courses should be more problem oriented and deal less with theory than practice was frequently expressed. Also mentioned frequently was the opinion that the real problem was in persuading teachers to take advantage of the courses.

In respect to Table 5, notice that the total number of responses reported are much smaller than the responses reported in the preceding tables. A large number of superintendents failed to respond to this question at all. A few indicated satisfaction with present procedures. Therefore, only responses ranking in first through eighth place were included in Table 5.

It was interesting to note that of the superintendents that did respond to this question, only two of them mentioned Conant's solutions for certification problems, three of them mentioned N.C.A.T.E. and only one of them suggested the use of innovative practices to solve certification

problems. A number of the responses seemed to indicate a lack of familiarity with current certification practices on the part of superintendents, i.e. suggestions that a list of the provisional teachers deficiencies be sent to the employing school district, a procedure currently in practice. To a great degree also, the responses to this question suggested solutions to the problems of individual teachers and school districts, rather than to the general upgrading of certification procedures in Illinois.

TABLE 4

III. WHAT SPECIFIC COURSES WOULD BE MOST USEFUL FOR PROVISIONAL TEACHERS?

Rank	Response	Frequency
1	Student teaching	149
2	Methods and techniques of teaching including:	121
	a. methods of teaching reading;	55
	b. methods of teaching mathematics;	46
	c. methods of teaching science;	18
	d. methods of teaching social studies; and	30
	e. methods of teaching language arts.	11
3	Professional education courses	105
4	American and Illinois history	18
5	Art and music	17
6	Classroom management	15
7	Courses dealing with specialized subject areas	15
8	Courses in individualized teaching	8
9	Audio-visual material and equipment	7
10	Library science	7

TABLE 5

IV. WHAT ALTERNATIVES TO THE CURRENT CERTIFICATION SYSTEM WOULD YOU SUGGEST?

Rank	Response	Frequency
1	Waive the requirement or give credit for experience for student teaching	60
2	Grant a regular certificate after a certain number of years experience (5-8), when local administration recommends the granting or have passed a board of review	40
3	Provide more reciprocity among states in the area of certification	29
4	Grant emergency certificates and require a certain number of hours toward a degree each year for renewal	15
5	Develop an internship approach to teacher education; four years of college, one year internship with pay	12
6	Abolish provisional certificates	11
7	Extend the time limit for completing the requirements	10
8	Allow less specific requirements to be accepted, e.g. a grouping of similar courses and more hours of general areas	8
9	Revise and/or lower certification requirements	7
10	Grant certification by examination	6

Summary

Based on the tabulated responses, the following items appear to be action strongly recommended by district superintendents in Illinois.

- (1) Consideration should be given to the development and employment of new methods for meeting the student teaching requirements--such as allowing a teacher the requirement at his assigned school.
- (2) Colleges and universities should endeavor to offer a wider range of courses at extension centers.
- (3) States should improve the reciprocity agreements and procedures.
- (4) More guidance and counseling in the area of certification requirements should be provided to undergraduates.
- (5) Educational courses should be made more practical.
- (6) Colleges and universities should adopt more flexible programs better suited to the needs of teachers.

CHAPTER V

SURVEY B - PROVISIONAL TEACHER FACT SHEET

INTRODUCTION

The survey instrument used to gather baseline data on provisional teachers was Survey B, the Provisional Teacher Fact Sheet. Data gathered included information about provisional teachers covering such categories as (a) age and educational background, (b) employment history, and (c) courses needed for certification. Two questions tapped other areas. One of them gathered data on teacher awareness of certification requirements as an undergraduate, the other requested that the provisional teacher predict when certification requirements would be completed.

The data gathered from this survey was compiled on both a regional and statewide basis. Inspection of the data disclosed no essential great variation in the regional statistics. Therefore, the presentation and summary in this chapter are limited to data gathered on a statewide basis. In Chapter X the results are analyzed as they relate to the hypotheses and sub-hypotheses. In Chapter XI they are presented as implications for solutions to certain problems of provisional certification.

Presentation of the Data from Survey Instrument B

Of the total of 6,800 provisional teachers polled, 4,500 responded to the questionnaire distributed. This represented 67.35 per cent of the total.

Age and Educational Background

Table 6 indicates by percentages the distribution of the ages of teachers holding provisional certificates in Illinois.

TABLE 6

TEACHER YEAR OF BIRTH

Year	Number of Provisional Teachers	Percent of Provisional Teachers
1890-1894	2	.06
1895-1899	3	.10
1900-1904	60	1.94
1905-1909	97	3.14
1910-1914	146	4.73
1915-1919	213	6.91
1920-1924	368	11.94
1925-1929	500	16.22
1930-1934	427	13.85
1935-1939	582	18.83
1940-1944	1,334	10.81
1945-1950	354	11.48
TOTALS	3,083	100.00

The table indicates that 29.69 per cent of the provisional teachers are between the ages of 24 and 33 years. Only 11.48 per cent are in the age range when a large number of college graduates ordinarily begin to teach. Provisional teachers nearing or beyond retirement age account for 2.10 per cent of this population.

Of the 4,028 respondees to item 6 requesting information concerning degrees earned, 762 reported no degree earned. Six teachers report they hold

specialist or advanced or the six year certificate; 3,251, a bachelor's degree; six (6) a master's degree; and six (6) hold a doctor's degree. Of these respondents, 80.71 per cent hold a bachelor's degree while 18.91 per cent hold no degree.

Table 7 reveals when those holding degrees indicated that they were earned.

TABLE 7

YEARS IN WHICH DEGREES WERE EARNED

Year	Number Earned	Per cent
1965 to present	1,363	41.32%
1960-1964	714	21.64%
1955-1959	318	9.64%
1950-1954	314	9.52%
-1949		

The majority of degrees were earned during the last ten years.

17.83 per cent earned them prior to 1950, and 4.47 per cent before 1940.

Undergraduate Institutions Attended

Of the 3,975 provisional teachers reporting, 2,035 indicated they were undergraduates in educational institutions within the state of Illinois and 1,940 were undergraduates in out-of-state institutions. In Table 8, all undergraduate institutions within Illinois that enrolled over 1 per cent of the provisional teachers are reported.

TABLE 8

ILLINOIS UNDERGRADUATE INSTITUTIONS ATTENDED
(as reported by 1% or more provisional teachers)

Rank	Institution	Number of Teachers Attending	Percent of Teachers Attending
1	University of Illinois-Champaign	269	6.76
2	Southern Illinois University-Carbondale	261	6.56
3	Illinois State Normal University	150	3.77
4	Northern Illinois University	146	3.67
5	Western Illinois University	112	2.81
6	Eastern Illinois University	92	2.31
7	Bradley College	90	2.26
8	Northwestern University	61	1.53
9	Wheaton College	45	1.13
10.5	McKendree College	43	1.08
10.5	Olivet Nazarene College	43	1.08

Table 8 accounts for 32.96 per cent of the total number reporting undergraduate institutions attended. In this list, 25.88 per cent of the provisional teachers report they were undergraduates in state universities. 7.08 per cent were from private schools. The private schools listed include Bradley (which leads the list at 2.26 per cent), Northwestern, Wheaton, McKendree and Olivet Nazarene.

Table 9 shows the states outside Illinois in which at least one per cent of the teachers report they took undergraduate work.

TABLE 9

OUT-OF-STATE UNDERGRADUATE INSTITUTIONS ATTENDED
(as reported by 1% or more provisional teachers)

Rank	State	Number of Teachers Attending	Per cent of Teachers Attending
1	Indiana	253	6.36
2	Wisconsin	224	5.63
3	Iowa	210	5.28
4	Missouri	155	3.89
5	Michigan	106	2.66
6	Ohio	94	2.36
7	New York	68	1.71
8	Kentucky	65	1.63
9	Tennessee	58	1.20
10	Kansas	50	1.25
11	California	49	1.23
12	Pennsylvania	43	1.08

Of the provisional teachers responding, 48.80 per cent indicated they were undergraduates from out-of-state institutions. Inspection of the list indicates that neighboring states educate the majority of these teachers. Indiana, Wisconsin and Iowa are in top rank on this list. Missouri and Michigan are also heavy contributors.

Graduate Institutions Attended

Almost one-third of the provisional teachers responding indicated they had attended graduate school. Of the 1,257 who attended, 507 attended

out-of-state schools while 750 attended Illinois institutions.

Table 10 indicates those Illinois institutions attended by more than one per cent of these provisional teachers. The institutions listed in this table account for 53.47 per cent of the total.

TABLE 10

ILLINOIS GRADUATE SCHOOLS ATTENDED BY 1% OR MORE OF THE
PROVISIONAL TEACHERS SURVEYED

Institution	Number of Provisional Teachers	Percent of Provisional Teachers	Rank
Northern Illinois University	169	13.44	1
University of Illinois-Champaign	91	7.23	2
Southern Illinois University-Carbondale	68	5.40	3
Northwestern University	44	3.50	4
Illinois State Normal University	35	2.78	5
University of Chicago	32	2.54	6
Loyola University	29	2.30	7
Eastern Illinois University	27	2.14	8
Roosevelt University	24	1.90	9
Rockford College	22	1.75	10 and 11
Western Illinois University	22	1.75	10 and 11
DePaul University	20	1.59	12 and 13
Chicago State College	20	1.59	12 and 13
National College Of Education	19	1.51	14 and 15
Northeastern Illinois State College	19	1.51	14 and 15
Bradley University	16	1.27	16 and 17
Southern Illinois University-Edwardsville	16	1.27	16 and 17

Table 11 lists the out-of-state graduate schools attended by one per cent or more of the provisional teachers. Indiana, Wisconsin, Missouri and Michigan lead the list.

TABLE 11

STATES OTHER THAN ILLINOIS IN WHICH GRADUATE SCHOOLS ARE LOCATED WHICH WERE ATTENDED BY 1% OR MORE PROVISIONAL TEACHERS SURVEYED

Rank	State	Number of Provisional Teachers	Per cent of Provisional Teachers
1	Indiana	79	6.28
2	Wisconsin	48	3.81
3	Missouri	43	3.42
4	Michigan	33	2.62
5	New York	27	2.14
6	Iowa	25	1.98
7 and 8	California	23	1.82
7 and 8	Ohio	23	1.82
9	Colorado	22	1.75
10	Kansas	15	1.19
11	Pennsylvania	14	1.11
12	Kentucky	13	1.03

Major Subjects

The next two tables list the first ten ranking subjects that provisional teachers report as their college major. Table 12 presents the undergraduate majors. Table 13 lists the graduate majors.

TABLE 12

UNDERGRADUATE MAJORS AS REPORTED BY PROVISIONAL TEACHERS

(RANKING FROM FIRST - TENTH PLACE)

Rank	Undergraduate Major	Number of Provisional Teachers	Per cent of Provisional Teachers
1	Education	814	20.64
2	English	382	9.68
3	Social Studies (other than History)	335	8.49
4	History	240	6.08
5	Home Economics	235	5.95
6	Business Education (courses other than Business Education per se)	234	5.93
7	Vocal Music	217	5.50
8	Physical Education	161	4.08
9.5	Art	124	3.14
9.5	Biology	124	3.14

TABLE 13

GRADUATE MAJORS AS REPORTED BY PROVISIONAL TEACHERS

(RANKING FROM FIRST - TENTH PLACE)

Rank	Graduate Major	Number of Provisional Teachers	Per cent of Provisional Teachers
1	Education	418	36.00
2	Other	83	7.14
3	English	67	5.77
4	Special Education	63	5.42
5	Vocal Music	55	4.73
6	Psychology	51	4.39
7	History	47	4.04
8	Social Studies (other than History)	37	3.18
9	Science (other than General Science)	36	3.10
10	Physical Education	34	2.92

In tabulating the responses for the tables on course majors, 52 specific subject categories were listed as categories the surveyed teachers could select. Item 53 was a "take-up" section marked "other". It is interesting to note that item 53, "other", ranks in second place among graduate majors. Inspection of the data did not reveal that any particular category of majors had been overlooked. The category "other" applied to special fields. Many provisional teachers go into highly specialized and/or divergent fields for their graduate study. Another prominent category that appears on the graduate major table and not on the undergraduate table is special education.

Ordinarily, this is a course offered exclusively by graduate schools.

On Survey B, item 28, provisional teachers who have not completed a degree are requested to indicate the total number of credit hours that they have earned. The average number of semester hours reported was 111 hours.

Employment History

In Survey B, item 7, the respondents were asked to indicate what subjects they teach. An inspection of Table 14 reveals that mathematics ranks first, with 8.34 per cent of the total. If English and reading totals were combined, they would rank first with 11.51 per cent of the total. General Science, a title applied to many first year high school science courses, is a subject 5.39 per cent of the provisional teachers report they are teaching. It is well known that it is more difficult to find qualified mathematics and science teachers than it is to find other types of teachers.

Although the requirements for provisional certificates in vocational training are very lenient, only 1.98 per cent of the current provisionals are teaching subjects that seem to relate to this area. Only subjects taught that rank from first to tenth place are listed in Table 14.

Do provisional teachers teach in the area of their major fields? Table 15 presents a comparison of subjects taught and majors taken in both undergraduate school and graduate schools.

TABLE 14

SUBJECTS TAUGHT BY PROVISIONAL TEACHERS

(FIRST RANKING TEN ARE LISTED HERE)

Rank	Subject	Number of Provisional Teachers	Per cent of Provisional Teachers
1	Mathematics	405	8.34
2	English	367	7.56
3	General Science	262	5.39
4	Social Studies (other than History)	195	4.01
5	Reading	192	3.95
6	Physical Education	170	3.50
7	English (courses other than English per se)	158	3.25
8	Special Education	131	2.69
9	Vocal Music	129	2.65
10	History	126	2.59

TABLE 15

A COMPARISON OF SUBJECTS TAUGHT BY PROVISIONAL TEACHERS AND MAJOR SUBJECTS STUDIED BY THEM

Rank	Subject Taught	No. of Prov. Teach.	% of Prov. Teach.	Under-grad. Major	No. of Prov. Teach.	% of Prov. Teach.	Grad. Major	No. of Prov. Teach.	% of Prov. Teach.
1	Mathematics	405	8.34	Education	814	20.64	Education	418	36.00
2	English	367	7.56	English	380	9.68	Other	83	7.14
3	Gen. Science	262	5.39	Social Studies	335	8.49	English	67	5.77
4	Social Science	195	4.01	History	240	6.08	Spec. Ed.	63	5.42
5	Reading	192	3.95	Home Econ.	235	5.95	Voc. Music	55	4.73
6	Physical Education	170	3.50	Business Ed.	234	5.93	Psych.	51	4.39
7	Other English	158	3.25	Voc. Music	217	5.50	History	47	4.04
8	Spec. Ed.	131	2.69	Physical Ed.	161	4.08	Soc. Science	41	3.18
9	Vocal Music	129	2.65	Gen. Sci. and	124	3.14	Science	36	3.10
10	History	126	2.59	Art			Physical Ed.	34	2.92

It is interesting to note that although mathematics ranks first in subjects taught, it does not appear at all among the first ten ranking subject majors in either the undergraduate or graduate levels. There seems to be an over supply of provisional teachers who are social studies majors. English appears somewhat balanced between supply and demand. General science is taught by twice as many people than the number who have majored in the subject. Art, business education and home economics majors do not appear at all in the first ten ranked of subjects taught. Inspection of this table causes the observer to be somewhat skeptical of remarks that infer that the majority of provisional teachers have specialized in a content area and are teaching in that area. The implication is that the teacher lacking certification requirements is really well qualified in content. The findings on this chart do not seem to support that theory.

Other facts about employment history of the provisional teachers was gathered in the following items on the survey. The figures were totaled and the average or percentage for each was computed.

Item 35: Were you employed on a full-time basis before entering teaching? "Yes" answers totaled 33.96 per cent. "No" answers came to 66.04 per cent of the total.

Item 37: Do you hold a regular teaching certificate in a state other than Illinois? "Yes" answers totaled 16.98 per cent, the remainder, 83.02 per cent, answered "no".

A break down of the top ten ranking states where the 16.98 per cent of the provisionals were certified appears in Table 16.

TABLE 16

STATES RANKED IN FIRST - TENTH PLACE IN WHICH
ILLINOIS PROVISIONALLY CERTIFIED TEACHERS HOLD REGULAR TEACHING CERTIFICATES

Rank	State	Number of Provisional Teachers	Per cent of Provisional Teachers
1	Indiana	65	9.28
2	Iowa	62	8.85
3	Wisconsin	58	8.28
4	Missouri	52	7.42
5	Michigan	47	6.71
6.5	New York	38	5.42
6.5	Ohio	38	5.42
8	Tennessee	29	4.14
9.5	Kentucky	28	4.00
9.5	Minnesota	28	4.00

Table 17 compares number of certificates held in the other states with the number of undergraduates educated in other states. If teachers are preparing to teach in the state in which they are educated and then are forced to move to Illinois and become provisionally certified, there should be a reasonable similarity between the figures in columns four and seven on the Table.

TABLE 17

A COMPARISON OF UNDERGRADUATE STUDY IN OTHER STATES AND OUT-OF-STATE CERTIFICATION OF PROVISIONAL TEACHERS
(TABLE LIMITED TO THE FIRST-TENTH RANKINGS)

Undergraduate Other States				Certificate Held in Other States		
Rank	State	Number of Provisional Teachers	Percent of Provisional Teachers	State	Number of Provisional Teachers	Percent of Provisional Teachers
1	Indiana	253	6.36	Indiana	65	9.28
2	Wisconsin	224	5.63	Iowa	62	8.85
3	Iowa	210	5.28	Wisconsin	58	8.28
4	Missouri	155	3.89	Missouri	52	7.72
5	Michigan	106	2.66	Michigan	47	6.41
6	Ohio	94	2.36	Ohio, N.Y.	38	5.42
7	New York	68	1.71	Ohio, N.Y.	38	5.42
8	Kentucky	65	1.63	Tennessee	29	4.14
9	Tennessee	58	1.45	Minn., Ky.	28	4.00
10	Kansas	50	1.25	Minn., Ky.	28	4.00

Two, three and sometimes four times as many Illinois provisional teachers are educated as undergraduates in other states as are certified in those states. When the numerical difference is so great, one wonders if these teachers were unable to get certified in their own state, and therefore came to Illinois as a provisional teacher.

Item 31: Number years teaching experience, all positions. The average number of years experience reported was five years.

Item 32: Total number years of experience prior to 1964. The average total number of years experience before 1964 reported was two years.

Item 30: Number of years teaching experience in Illinois. The number of years of Illinois teaching experience was three years.

Item 29: Total number of years teaching in present district. The average number of years reported in present districts was two years.

Other Questions

Two questions were asked of respondents, one concerning awareness of certification requirements before graduation and the second concerning the time schedule of the respondent regarding completion of certification requirements.

The results of item 33, "Were you aware of State Teacher Certification requirements as an undergraduate?" were 57.69 per cent of the responses answered "no", 42.31 per cent of the total gave a "yes" reply. It would appear that the majority of provisional teachers were not aware of certification requirements as undergraduates.

To item 34, "When will you complete requirements for a regular certi-

ificate?", the following responses were given:

1968-1970 92.68 per cent

1971-1973 6.90 per cent

1974 or later 1.41 per cent

The responses to item 34 would seem to indicate that these provisional teachers have good intentions in regard to obtaining their regular certificates. It is a risk to put too much store in these predictions when one remembers that 2.10 per cent of the provisional teachers were 64 years of age and older. Would they really be inclined to pursue further study to attain regular certification?

Course Work Needs

The following table indicates the general education courses needed by provisional teachers.

TABLE 18

GENERAL EDUCATION COURSES NEEDED BY PROVISIONAL TEACHERS

Rank	Subject	Number of Provisional Teachers	Per cent of Provisional Teachers
1	Mathematics or Science	1,122	51.44
2	Social Science	848	38.88
3	Language Arts	466	21.46
4	Humanities	371	17.01
5	Health and Physical Education	344	15.77
6	Electives	317	14.53

A comparison of this list with subjects being taught reveals that the most needed courses are the courses most often taught by provisional teachers.

Professional education requirements needed are indicated in Table 19.

TABLE 19

PROFESSIONAL EDUCATION COURSES NEEDED BY PROVISIONAL TEACHERS

Rank	Subject	Number of Provisional Teachers	Per cent of Provisional Teachers
1	Student Teaching	2,054	74.85
2	Methods in Specialization	1,321	48.14
3	History and Philosophy of Education	869	31.66
4	Professional Education Electives	602	21.93
5	Educational Psychology	599	21.82
6	General Electives	408	14.86
7	Special Electives	305	11.11

Student teaching and methods courses are greatly needed by many provisional teachers.

Summary

Based on the information supplied by the respondents, it would appear that the following statements can be made.

Age and Educational Background

1. A great number of provisional teachers are between the ages of 24-33 years.
2. A majority of provisional teachers hold a bachelors degree.
3. The majority of degrees earned by provisional teachers were earned during the last ten years.
4. Although the majority of provisional teachers attended Illinois institutions, a substantially large minority attended out-of-state

institutions.

5. Neighboring states contribute to a high degree to our provisional teacher population.
6. As undergraduates, almost twice as many provisional teachers are educated in state institutions as are educated in private institutions.
7. As undergraduates, most provisional teachers selected Education, English, and Social Studies as their major studies.
8. Graduate majors most frequently selected by provisional teachers were in the areas of Education, English, Special Education, and Vocal Music.

Employment History

1. A large number of provisionals teach Mathematics, English, General Science and Social Studies.
2. There is a disparity between the course majors taken by provisional teachers and the subjects they are teaching.
3. About one-third of the provisional teachers' were employed on a full-time basis before entering teaching.
4. More than one-sixth of them hold regular certificates in other states.
5. Many more provisional teachers take their undergraduate work in other states than who receive regular certificates in those states.
6. The average provisional teacher has five years teaching experience, three of which were in Illinois and two in the present position.

Other Questions

1. 57.69 per cent of the respondents indicated that as undergraduates,

they were unaware of state teacher certification requirements.

2. Most of the provisional teachers responding indicated they plan to complete their certificate requirements within the next two years.

Course Work Needed

1. Over one-half of the provisionals report they are in need of mathematics or science content courses.
2. Over one-third of the provisional teachers are in need of social science courses.
3. Over one-fifth of them need language arts courses.
4. Almost three-fourths of the provisional teachers need student teaching.
5. Almost one-half of the provisionals need methods courses in their area of specialization.
6. Almost one-third of them are in need of courses in History and Philosophy of Education.

CHAPTER VI

SURVEY C - SURVEY OF SELECTED SUPERINTENDENTS REGARDING PROVISIONALLY CERTIFICATED PERSONNEL

INTRODUCTION

The data collected by survey instrument C are summarized and presented in this chapter. These data reveal information about some specific aspects of the status of provisional teachers as well as the views and perceptions of administrators toward holders of provisional certificates. A statistical analysis of the two major questions is presented. A summary concludes the chapter. An analysis of this data as it pertains to the hypotheses and sub-hypotheses appears in Chapter X.

Presentation of Data from Survey Instrument C

One hundred questionnaires were sent to the selected superintendents. Of the 90 questionnaires returned, 83 were fully completed and in usable form. The remaining 7 questionnaires could not be used because the superintendents involved reported they were new to the position and therefore unable to give fair judgments.

The four questions to which superintendents were asked to respond were as follows:

- A. In your opinion, how does the treatment of provisionally certificated personnel differ from the treatment of regularly certificated personnel in your district with regard to each of

the following categories? (18 items regarding conditions of employment and service were listed)

- B. In your opinion, how do provisionally certificated personnel compare to regularly certificated personnel in the following categories? (20 categories regarding aspects of the role of the teacher were listed)
- C. Would you provide less salary and fringe benefits for provisionally certificated personnel if the state aid formula were changed to provide less funds for students taught by provisionally certificated teachers?
- D. In your opinion, what are the three major factors preventing a prospective teacher from fulfilling the requirements for a regular certificate? (13 choices were included)

Question A

In Question A, each superintendent was asked to indicate whether, in his opinion, provisional teachers were given preference, regularly certificated personnel were given preference, or no preference was shown with regard to the 18 categories listed. The number of responses in each category is indicated in Table 20.

TABLE 20

TREATMENT OF PROVISIONALLY CERTIFICATED PERSONNEL - DISTRICT SUPERINTENDENTS

	No response %	Prov. teach. given pref. %	No pref. shown %	Reg. cert. teach. given pref. %	Mean	Rank
18. Opportunity to receive supervisory assistance.....	1.00	18.07	78.31	3.61	1.85	16
19. Opportunity to participate in school and district committees.....	1.00	.00	97.59	2.40	2.02	11
20. Opportunity to participate in professional negotiations....	1.20	.00	93.97	4.81	2.05	9
21. Initial employment.....	1.20	1.20	7.63	87.95	2.80	1
22. Assignment to school and grade.....	.00	.00	69.87	30.12	2.30	3
23. Salary.....	2.40	.00	80.72	16.86	2.17	6
24. Fringe benefits.....	.00	.00	100.00	.00	2.00	13
25. Retirement benefits.....	.00	.00	100.00	.00	2.00	13
26. Total workload.....	.00	2.40	97.59	.00	1.97	15
27. Leaves of absence.....	3.61	.00	86.74	9.63	2.11	7
28. Working conditions.....	1.20	.00	98.79	.00	2.00	13
29. Opportunity to participate in leadership activities—team leader, etc.....	1.20	.00	78.31	20.48	2.21	4
30. Opportunity to participate in development of policies.....	1.20	.00	92.77	6.02	2.06	8
31. Freedom in teaching.....	1.20	.00	95.18	3.61	2.04	10
32. Opportunities for promotion.....	1.20	.00	33.73	65.06	2.66	2
33. Amount of time and effort devoted to evaluating teachers' performance.....	.00	21.68	78.31	.00	1.78	18
34. Transfer opportunities.....	1.20	1.20	77.10	20.48	2.20	5
35. In-service training.....	.00	18.07	81.92	.00	1.81	17

From an inspection of the data, it can be seen that an appreciable number of responses indicated provisionally certificated teachers were given preference in only the following three areas:

1. Amount of time and effort devoted to evaluating teachers' performance
2. In-service training
3. Opportunity to receive supervisory assistance

Even this number of responses is relatively small. It does appear, though, that at least in some districts an attempt is made to give provisional teachers some special assistance.

In contrast to this, there are 8 of the 18 areas in which 8 or more superintendents indicated that regularly certificated teachers were given preference in their particular school systems. Initial employment and opportunities for promotion were the two areas wherein preference was most frequently indicated. Apparently if preference is shown, it is normally shown to regularly certified teachers. In the vast majority of cases, it is the practice to treat regularly and provisionally certificated personnel on an equal basis.

In order to determine whether or not the response patterns noted might be due to chance, the data was analyzed by means of chi-square. The values were well over the .01 level.

Question B

In Question B, district superintendents were asked to compare provisional teachers to regularly certified teachers with regard to twenty aspects of job performance. Table 21 indicates their responses in each category.

TABLE 21

A COMPARISON OF PROVISIONALLY CERTIFICATED TEACHERS AND REGULARLY CERTIFICATED TEACHERS ON
VARIOUS ITEMS RELATED TO JOB PERFORMANCE

	No Response Percentage	Less satis. than reg. cert. personnel Percentage	Same as reg. cert. personnel Percentage	More satis. than reg. cert. personnel Percentage	Mean	Ranking
36. Length of service.....	1.20	26.50	67.46	4.81	1.78	10
37. Stability.....	1.20	19.27	77.10	2.40	1.83	7
38. Attendance.....	1.20	1.20	96.38	1.20	2.00	1
39. Promptness.....	2.40	2.40	93.97	1.20	1.99	2
40. Regard for legal responsibilities.....	1.20	9.63	87.95	1.20	1.91	4
41. Lesson planning.....	1.20	15.66	81.92	1.20	1.85	6
42. Knowledge of content.....	4.81	39.75	54.21	1.20	1.59	16.5
43. Up-to-dateness of information.....	2.40	40.96	55.42	1.20	1.59	16.5
44. Classroom management.....	1.20	33.73	63.85	1.20	1.67	14
45. Rapport with students.....	1.20	18.07	80.72	.00	1.82	8.5
46. Meeting individual needs.....	2.40	37.34	59.03	1.20	1.63	1.5
47. Identification of problems of students.....	1.20	45.78	53.01	.00	1.54	18.5
48. Pupil achievement.....	4.87	36.50	67.46	1.20	1.73	11
49. Effectiveness in inter- preting the school program...	1.20	30.12	67.46	1.20	1.71	12.5
50. Parent relations.....	1.20	18.07	80.72	.00	1.82	8.5
51. Staff relations.....	1.20	9.63	89.15	.00	1.90	5
52. Development of curriculum materials.....	1.20	46.98	51.88	.00	1.52	20
53. Ability to appraise the effects of teaching.....	2.40	44.57	53.01	.00	1.54	18.5
54. Enthusiasm for teaching.....	2.40	10.84	81.92	4.81	1.94	3
55. Overall job performance.....	1.20	30.12	67.46	1.20	1.71	12.5

It may be noted here that in the majority of situations no differences are noted between the performances of provisionally and regularly certified teachers. However, provisional teachers are rated as less satisfactory than regularly certified teachers in some areas. The following are the seven areas most frequently indicated by superintendents as less satisfactory than regularly certified teachers.

1. Development of curriculum materials
2. Identification of problems of students
3. Ability to appraise the effects of teaching
4. Up-to-dateness of information
5. Knowledge of content
6. Meeting individual needs
7. Classroom management

To determine whether the response patterns differ significantly from chance, chi-square was applied to the responses to each item. The chi-square values indicated that the response was not due to chance on the .01 level or better.

Question C

District superintendents were asked to indicate whether or not they would provide less salary and fringe benefits for provisional teachers if less state aid were provided for students taught by provisional teachers in Question C.

The responses were:

36 - yes

40 - no

7 - no answer

Due to the distribution of responses no trend was discernible.

Question D

In Question D, superintendents were asked to indicate the three major factors preventing a prospective teacher from fulfilling the requirements for a regular certificate by ranking listed reasons in order of importance 1, 2, and 3. All responses marked 1 - most important were assigned 3 points, 2 - second of importance were 2 points, and 3 - third most important, one point. The following table indicates the point score of each item.

An examination of the point scores indicates that district superintendents feel that teaching is a secondary career choice and teaching is a late career decision rank in first and second place consecutively. Marriage is in third place and lack of information ranks fourth.

Chi-square was applied to determine whether or not the responses might be due to chance. The null hypotheses was rejected at the .01 per cent level of significance.

Summary

Based on the responses to the questionnaire, the following appear to indicate the views held by district superintendents toward some selected items concerning provisional teachers in the state of Illinois.

1. The most important factor preventing a prospective teacher from fulfilling the requirements for a regular certificate is that teaching was a second career choice.
2. Another important factor is that teaching was a late career choice.
3. A third important factor was marriage.
4. In general, provisionally and regularly certified teachers

TABLE 22

MAJOR CAUSES OF PROVISIONAL CERTIFICATION

	Percentage	Rank
Lack of information regarding requirements	.53	4
Attended college in another state	.46	8
Lack of interest while at college	.51	5
Teaching was a secondary career choice	1.67	1
Military service	.07	13.5
Marriage before completion of requirements	.60	3
Maternity or child-rearing	.31	10.5
Late career choice	1.28	2
Ill health	.07	13.5
Moved to Illinois from another state where certified	.50	6
Forced to leave college before completing requirements	.49	7
Lack of access to teacher training institutions	.33	9
Other (please specify)	.31	10.5

receive similar treatment in regards to conditions of employment and service.

5. Among the ways in which superintendents tend to give preferential treatment to regularly certified teachers are:
 - a. initial employment
 - b. opportunities for promotion
 - c. assignment to school and grade
 - d. leadership opportunities
 - e. transfer opportunities, and
 - f. salary
6. In general, district superintendents indicate that provisionally and regularly certified teachers fulfill the role expectations of the teacher equally well.
7. Some superintendents tend to rate provisional teachers as less satisfactory in job performance in such aspects as development of curriculum materials, identification of problems of students, ability to appraise the effects of teaching, up to dateness of information, knowledge of content, and meeting individual needs.

CHAPTER VII

SURVEY D - SURVEY OF SELECTED PROVISIONALLY CERTIFICATED TEACHERS

INTRODUCTION

Survey D was a followup study to Survey B. It was sent to a sub-sample of the provisional teachers who responded to the initial questionnaire. The data collected in Survey D concerned (a) information on the status and position of the provisional teacher, (b) the views and attitudes of provisional teachers toward various aspects of the teaching role and (c) their views toward problems related to teacher certification. These data are summarized and presented in this chapter. The findings as they relate to the hypotheses and sub-hypotheses are presented in Chapter X.

Presentation of Data from Survey Instrument D

Of the 700 questionnaires mailed out, a total of 564 usable questionnaires were returned on time. Ten more were received incomplete or arrived too late for processing. An additional seven were returned to us unanswered for miscellaneous reasons. The total return was 83.00 per cent and the percentage of usable returns which arrived in time for processing came to 80.57 per cent.

Past History

The first group of questions (A-D) as well as Questions 2 and R, are concerned with the matters relating to the introduction of provisional teachers to the teaching profession.

Table 23 presents the results of Question A, the reasons for provisionally certificated teachers entering teaching. Each teacher polled was asked to select and rank the three most important reasons for his entering teaching. Each reason ranked as number one by a teacher was then counted as three units; the second ranked choices were given two units; third ranked choices were awarded one unit, and all remaining unmarked reasons were awarded no units. The total number of units awarded each response category for all 564 respondents was then calculated. This total was then divided by the actual number of persons who responded to each item in order to arrive at the average value accorded each reason by the teachers polled. In this way, a hierarchy of reasons for entering teaching was established. The data so obtained are contained in Table 23.

The responses in Table 23 indicate that the major reasons these teachers entered the profession were (a) a desire to work with young people, (b) the opportunity for rendering important service, and (3) interest in subject matter.

Table 24 presents the data on question B.

Over 34 per cent of the teachers polled stated that they first discovered state certification requirements from their county superintendents; 17.2 per cent said they learned of the requirements from their college, and 14.5 per cent from the Teacher Certification Board. These three sources of information accounted for nearly 66 per cent of the total responses. It is interesting to note that counselors and state bulletins rank in ninth place; at the bottom of the list.

TABLE 23

A. WHAT WERE THE THREE (3) MOST IMPORTANT CONSIDERATIONS IN YOUR CHOICE OF TEACHING AS A CAREER?

	Total Response	Mean	Rank
Opportunity for rendering important service	632	1.12	2
Financial rewards	107	.19	11
Job security	178	.32	7
Other factors (holidays, etc.)	254	.45	5
Stop-gap until marriage	122	.04	13
Example--favorite teacher	154	.27	9
Previous work unrewarding	176	.31	8
Easy program	16	.03	14
Tradition	83	.15	12
Long term ambition	312	.55	4
Desire to work with young people	841	1.49	1
Availability of job	204	.36	6
Interest in subject matter	414	.73	3
Other reason	145	.26	10

TABLE 24

B. HOW DID YOU FIRST LEARN ABOUT ILLINOIS CERTIFICATION REQUIREMENTS?

	Total Response	Percentage	Rank
No Reply	10	1.77	8
College	97	17.20	2
Counselor	5	.88	9
County Superintendent	193	34.39	1
District Superintendent	71	12.59	4
Other	20	3.54	7
State Bulletin	5	.88	9
Teacher Certification Board	82	14.53	3
Friend	39	6.91	6
Teacher	41	7.26	5
TOTAL	564	100.00	
Mean = 4.18			

Table 25 indicates that in response to question C, over 64 per cent of the respondees indicated that they did not learn of state teacher certification requirements until after graduation from college. Only 2.3 per cent of the total reported they learned of requirements during high school.

Table 26 indicates that 27.66 per cent of the teachers polled report they decided to enter teaching while in high school or earlier. Another 44.5 per cent decided on teaching as a career at some period between the time they started high school and the time they embarked on a career subsequent to college graduation. If these statements have at least partial validity, they appear to indicate that the optimal time to impress teacher certification requirements on potential teachers may be at the high school and/or college level.

It is interesting to note that 75 per cent of the provisional teachers indicated appropriate courses to meet Illinois certification requirements were offered by the institutions they attended. In Table 27, 73.05 per cent reported the courses were available to them.

In part 2 of question R, those provisionally certificated teachers who answered, "Yes" to part one of Section R were asked what causes prevented them from completing those courses essential. A frequency count indicating the number of times each response was checked is found in Table 29.

TABLE 25

C. WHEN DID YOU FIRST LEARN ABOUT ILLINOIS STATE CERTIFICATION REQUIREMENTS?

	Total Response	Percentage	Rank
No Reply	8	1.41	5
High School	13	2.30	4
College	177	31.38	2
After College, five years or less	194	34.39	1
After College, six years or more	172	30.49	3
TOTAL	564	100.00	
Mean = 2.90			

TABLE 26

D. WHEN DID YOU FIRST DECIDE TO BECOME A TEACHER?

	Total Response	Percentage	Rank
No Reply	5	.89	6
High School or Earlier	157	27.83	1
After High School, but before College	39	6.91	5
College	123	21.80	3
After College, but before entering another profession	88	15.60	4
After working at another profession for a period of time	152	26.95	
TOTAL	564	100.00	
Mean = 3.04			

TABLE 27

Q. WERE APPROPRIATE COURSES TO MEET REQUIREMENTS FOR CERTIFICATION IN ILLINOIS OFFERED BY THE UNDERGRADUATE INSTITUTION YOU ATTENDED?

	Total Response	Percentage	Rank
No Reply	17	3.01	4
Yes	424	75.17	1
No	69	12.23	2
Don't Know	54	9.57	3
Mean = 1.28			

TABLE 28

R. WERE THESE COURSES AVAILABLE TO YOU?

	Total Response	Percentage	Rank
No Reply	26	4.60	4
Yes	412	73.04	1
No	74	13.12	2
Don't Know	52	9.21	3
Mean = 1.26			

TABLE 29

R. IF APPROPRIATE COURSES WERE AVAILABLE TO YOU, WHICH OF THE FOLLOWING CAUSES PREVENTED YOU FROM COMPLETING THESE COURSES?

Cause	Number of Responses	Mean	Ranking
66. Met certification requirements of home state	75	.13	3
67. Military service	5	.00	6
68. Financial need	49	.08	4
69. Illness	10	.01	5
70. Enrolled in another major course	222	.39	1
71. Other	156	.27	2

The four most frequent responses to item 71, "other", were:

1. Married and raised family before finishing (36 responses)
2. Course conflict or no time available in college (20 responses)
3. No interest in teaching until after degree was earned (8 responses)
4. Needed more guidance in college (8 responses)

Certification and Status

Questions E-I are designed to elicit responses concerning the provisional teachers' perceptions toward certification and status.

Table 30 indicates over 95 per cent of the sample felt at least fairly well prepared to teach, while less than 4 per cent indicated they felt not too well prepared or poorly prepared.

TABLE 30

E. IN YOUR OPINION, HOW ADEQUATELY ARE YOU PREPARED FOR THE POSITION YOU NOW HOLD?

	Total Response	Percentage	Rank
No Reply	5	.88	5
Poorly prepared	4	.70	6
Not too well prepared	15	2.65	4
Fairly well prepared	182	32.26	2
Well prepared	298	52.83	1
Extremely well prepared	60	10.63	3
TOTAL	564	100.00	
Mean = 3.67			

The responses of provisional teachers to question F indicates a majority of them do feel an urgency to obtain a regular certificate; 23.9 per cent indicated this was important and 52.48 per cent indicated it was very important to them—a total of 76.38 per cent.

Provisional teachers indicate that in general they do have an opportunity to use their noneducational majors (Table 32) and do prefer teaching to working in the area of their noneducational major (Table 33). The combined impact of questions E through H would seem to indicate general satisfaction with teaching as a career on the part of the teachers polled.

TABLE 31

F. HOW IMPORTANT IS IT FOR YOU IN TERMS OF JOB SECURITY, PERSONAL SATISFACTION, ETC., TO OBTAIN A REGULAR CERTIFICATE AS SOON AS POSSIBLE?

	Total Response	Percentage	Rank
No Reply	12	2.12	6
Very important	296	52.48	1
Important	135	23.93	2
Fairly important	69	12.23	3
Not too important	30	5.31	4
Not important at all	22	3.90	5
TOTAL	564	100.00	
Mean = 1.77			

TABLE 32

G. HOW MUCH OPPORTUNITY DO YOU HAVE TO USE YOUR MAJOR FIELD IN YOUR PRESENT POSITION?

	Total Response	Percentage	Rank
No Reply	8	1.41	6
No	28	4.96	5
Very little	68	12.05	4
Some	106	18.79	3
Frequent	112	19.85	2
Very frequent	242	42.90	1
Mean - 3.79			

TABLE 33

H. DO YOU PREFER TEACHING TO WORKING IN THE AREA OF YOUR NONEDUCATIONAL MAJOR?

	Total Response	Percentage	Rank
No Reply	29	5.14	4
Yes	392	69.50	1
No	41	7.26	3
Not Sure	102	18.08	2
Mean = 1.38			

According to the results of question I, Table 34, over 46 per cent of the teachers seem to be saying that they do not perceive themselves as being held back in their careers by lack of a regular certificate. At least they feel that a regular certificate would be of little or no help in gaining promotion. Only 30.14 per cent indicate that the certificate would be moderately or extremely helpful.

Questions L and M and P also pertain to perceptions of provisional teachers regarding their status and are reported here.

Tables 35 and 36 disclose very similar responses. They indicate that well over 50 per cent of the provisional teachers felt they participated in innovative and/or new educational programs as often as regularly certified teachers. Ranking in second place in both tables is the indication that provisional teachers do not participate at all in them. Almost 20 per cent of each group felt they participate in these programs more often than regularly certified teachers.

TABLE 34

I. HOW MUCH WOULD HOLDING A REGULAR CERTIFICATE HELP YOU TO USE YOUR NON-EDUCATIONAL MAJOR AS SUCH OPENINGS AND/OR OPPORTUNITIES ARISE IN YOUR SCHOOL SYSTEM?

	Total Response	Percentage	Rank
No Reply	45	7.97	6
Not at all	156	27.65	1
Very little	104	18.43	2
Some help	89	15.78	4
Moderately helpful	96	17.02	3
Extremely helpful	74	13.12	5
Mean = 2.45			

TABLE 35

L. TO WHAT EXTENT DO YOU PARTICIPATE IN PROGRAMS INVOLVING EDUCATIONAL INNOVATIONS IN YOUR SCHOOL DISTRICT?

	Total Response	Percentage	Rank
No Reply	23	4.07	5
Much more than regularly certified teachers	44	7.80	4
Somewhat more than regularly certificated teachers?	69	12.23	3
Same frequency as regularly certificated teachers	317	56.20	1
Less than regularly certificated teachers	23	4.07	5
Not at all	88	15.60	2
Mean = 2.95			

TABLE 36

M. HOW REGULARLY ARE YOU INVOLVED IN THE INITIATION OF NEW EDUCATIONAL PROGRAMS AND PROCEDURES IN YOUR SCHOOL DISTRICT?

	Total Response	Percentage	Rank
No Reply	24	4.25	5
Much more than regularly certificated teachers	40	7.09	4
Somewhat more than regularly certificated teachers	72	12.76	3
Same frequency as regularly certificated teachers	327	57.97	1
Less than regularly certificated teachers	20	3.54	6
Not at all	81	14.36	2
Mean = 2.92			

The perceptions of provisional teachers regarding their treatment as teachers were elicited through the series of items listed in question P.

TABLE 37

TREATMENT OF PROVISIONALLY CERTIFICATED TEACHERS AND REGULARLY CERTIFICATED TEACHERS

	No responses Percentage	Prov. cert. teachers given preference Percentage	No preference shown Percentage	Reg. cert. teachers given preference Percentage	Mean	Rank
46. Opportunity to receive supervisory assistance.....	3.90	5.14	84.04	6.91	2.02	16
47. Opportunity to participate in school and district committees.....	3.01	.88	83.68	12.41	2.12	9
48. Opportunity to participate in professional negotiations..	3.90	.70	74.11	21.27	2.21	6
49. Initial employment.....	5.14	1.59	43.43	49.82	2.51	1
50. Assignment to school and grade.....	4.78	.53	67.73	26.95	2.28	4
51. Salary.....	3.36	1.06	64.36	31.20	2.31	3
52. Fringe benefits.....	4.25	.53	86.87	8.33	2.08	11
53. Retirement benefits.....	4.78	.35	87.76	7.09	2.07	12
54. Total workload.....	3.78	.35	91.66	4.25	2.04	15
55. Leaves of absence.....	5.14	.70	93.68	10.46	2.10	10
56. Working conditions.....	4.07	.35	90.42	5.14	2.05	13
57. Opportunity to participate in leadership activities— team leader, etc.....	4.60	.88	76.06	18.43	2.18	8
58. Opportunity to participate in development of policies....	4.25	.70	75.35	19.68	2.20	7
59. Freedom in teaching.....	3.36	.70	89.18	6.73	2.06	14
60. Opportunities for promotion...	6.38	1.40	52.30	39.89	2.41	2
61. Amount of time and effort devoted to evaluating teachers' performance.....	5.67	6.38	84.39	3.54	1.96	18
62. Transfer opportunities.....	5.85	1.24	65.78	27.12	2.27	5
63. In-service training.....	4.90	4.96	84.92	5.14	2.00	17

In order to arrive at a ranking of how provisionally certificated personnel were treated relative to regularly certificated personnel in the eighteen areas noted, each response was given an arbitrarily determined value and the mean calculated. If no response was given to a particular item, it was not included in the determination of the total or mean value for that item. If a teacher indicated that provisionally certificated teachers were given preference in one of the eighteen areas noted, the response was given the value one (1). Where a teacher indicated "no preference shown", the response was given the value two (2); and where regularly certificated personnel were seen as being given preference, the response was awarded the value three (3). The values for all responses to a particular item were then added together and the total divided by the number of persons who actually responded to a particular item. In this way, a mean value was derived for all eighteen items. The items were then ranked in descending order on the basis of this value.

By studying this ranking, it is possible to determine roughly those areas in which regularly certificated teachers were given preference (higher mean values and lower rankings) and those areas where provisionally certificated teachers were given preference (lower mean values and higher rankings). Preference, of course, is based on the perceptions of the teachers who completed the questionnaire.

If 100 per cent of the respondents had indicated that provisionally certificated personnel were given preference in a specific category, the theoretical value of that category would be 1.00. Conversely, if 100 per cent of the respondents felt regularly certificated personnel were given preference, the theoretical value of that same category would be 3.00.

An inspection of the percentage of responses to each item is interesting. The majority of respondents indicated that no preference was shown, but in certain critical areas such as items 49 and 60, a high percentage of the respondents did indicate variance from the general trend.

The response patterns made by teachers on their questionnaire on items 46 through 63 were compared with the response patterns made by district superintendents for the same items on their questionnaire (Items 18-35, Appendix B). A chi-square analysis indicated the response patterns of teachers to these items differed significantly from the response patterns of superintendents at the .01 level or better for all items.

Course Work

The following questions related to the value of course work requirements for certification.

The response pattern to Section J, which asked to what extent additional course work in educational methods would assist provisional teachers in the performance of their duties, formed a typical normal distribution pattern. The mean, median, and mode fell at value three ("Some Help"), and the remaining responses fell into a normal pattern as noted in Table 38, with almost as many respondents opposed to additional course work as were in favor of it.

Provisional teachers appear to feel that course work in content areas would assist them in improving their teaching. Over 84 per cent indicated that these courses would be of at least some help. The prevailing opinion seemed to be that content courses were much more worthwhile than educational methods courses.

The distribution of responses in Tables 40 and 41 are interesting

to compare. In Question N the curve is noticeably skewed to the left. In Question O the curve is skewed to the right.

TABLE 38

J. TO WHAT EXTENT DO YOU FEEL ADDITIONAL COURSE WORK IN EDUCATIONAL METHODS WOULD ASSIST YOU IN THE PERFORMANCE OF YOUR DUTIES?

	Total Response	Percentage	Rank
No Reply	8	1.41	6
Not at all	57	10.10	5
Very little	117	20.74	3
Some help	160	28.36	1
Moderately helpful	148	26.24	2
Extremely helpful	74	13.12	4
Mean = 3.07			

TABLE 39

K. IN YOUR OPINION, HOW MUCH WOULD ADDITIONAL COURSE WORK IN CONTENT AREAS OTHER THAN EDUCATION ASSIST YOU TO IMPROVE YOUR TEACHING?

	Total Response	Percentage	Rank
No Reply	10	1.77	6
Not at all	27	4.79	5
Very little	49	8.68	4
Some help	168	29.78	2
Moderately helpful	183	32.44	1
Extremely helpful	127	22.51	3
Mean = 3.53			

TABLE 40

N. IN YOUR OPINION, HOW MUCH WOULD A COURSE IN STUDENT TEACHING ASSIST YOU TO IMPROVE YOUR TEACHING PERFORMANCE?

	Total Response	Percentage	Rank
Not at all	76	13.47	2
Very little	111	19.68	1
Some help	87	15.42	3
Moderately helpful	32	5.67	4
Extremely helpful	24	4.25	5
Mean = 1.43			

TABLE 41

O. IN YOUR OPINION, HOW MUCH DID YOUR COURSE IN STUDENT TEACHING ASSIST YOU TO IMPROVE YOUR TEACHING PERFORMANCE?

	Total Response	Percentage	Rank
Not at all	20	3.92	5
Very little	28	5.13	4
Some help	32	5.68	3
Moderately helpful	62	11.34	2
Extremely helpful	92	16.48	1
Mean = 1.58			

In Table 42, the values assigned to indicate the relative value of student teaching are compared on the basis of whether or not the respondent had taken student teaching yet. Those values assigned to indicate the relative worth of student teaching as perceived by those who have not completed student teaching are ranged across the upper half of the figure. The values attached by those who have completed student teaching are ranged across the bottom half of the figure. The scale of relative value ranges from the extreme negative value expressed (not at all) to the extreme positive value expressed (extremely helpful).

The chi-squared technique was used to analyze the data. The final value of chi-square was 145.27, significant at better than the .001 level. This appears to indicate that there is indeed a significant difference in how provisional teachers view the value of student teaching, depending on whether or not they have completed the student teaching requirement.

Table 42 compares the responses of the two groups. The responses ranging from extremely negative to extremely positive of provisionals lacking student teaching are presented in line A. Line B represents those who have had student teaching.

Future Plans

In Question S, provisional teachers are asked to indicate their intentions to remain in teaching in terms of time span. Table 43 reports their responses.

TABLE 42

COMPARISON OF RESPONSE PATTERNS TO ITEMS 44 AND 45*

	Not at all	Very little				Row subtotal
	(56.2)	(81.3)	(69.6)	(55.0)	(67.9)	
2 X = 145.07 significant at .001 level	76	111	87	32	24	330
	(39.8)	(57.7)	(49.4)	(39.0)	(48.1)	
df. = 4	20	28	32	62	92	234
Column Subtotal	96	139	119	94	116	564

*Expected frequencies in parentheses

TABLE 43

FUTURE TEACHING PLANS

S. HOW MANY MORE YEARS DO YOU INTEND TO TEACH?

72.

Year Range	Number of Responses	Rank
No Response	2.48	5
1 - 5 years	14.18	3
6 - 10 years	6.02	4
11 or more years	35.28	2
Uncertain	42.02	1

Open Ended Questions

Questions T-W were open ended. Provisional teachers were asked to respond to the following.

- T. In your opinion, what could the Office of the Superintendent of Public Instruction do to assist provisional teachers in obtaining regular certificates?
- U. In your opinion, what could the teacher preparation institutions do to assist provisional teachers in obtaining regular certificates?
- V. What specific courses would be most useful for provisional teachers?
- W. What alternatives to the current certification system would you suggest?

The following tables show the rank order (1-10) and frequency of the responses made by the provisional teachers to each of the four questions.

It should be noted that a number of respondents failed to answer these questions, while others seemed to answer one question in the place of another. This could be the result of the participants' lack of understanding concerning

the varying functions of the Office of the Superintendent of Public Instruction and educational institutions. Some answers were of such a personal nature, they could not be categorized.

TABLE 44

T. IN YOUR OPINION, WHAT COULD THE OFFICE OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION DO TO ASSIST PROVISIONAL TEACHERS IN OBTAINING REGULAR CERTIFICATES?

Rank		Frequency
1	Grant credit for student teaching to those persons who have teaching experience; or make student teaching courses more readily available.	131
2	Have the state department send out lists of education courses offered, noting where they are to be offered, and by what college.	71
3	Personal answers	30
4	Grant certification by individual conferences	20
5	Permit substitution of courses	20
6	Provide better understanding and quicker communications	20
7	Lengthen the time allowed to obtain eight hours of credit	19
8	Provide state-supported financial assistance for teachers to attend summer school	17
9	Honor certificates from other states	16
10	Provide more personal guidance to provisional teachers	14

The remaining categories had fewer than twelve responses in them.

It is interesting to note that the largest number of teachers asked that a more flexible policy be adopted for the student teaching requirement. A number of teachers labeled this as a "ridiculous" requirement, reflecting

indignation and resentment.

In Table 45, what most of the teachers seemed to be asking for is more flexibility on the part of teacher training institutions. The flexibility requested dealt with everything from course content to granting credit for work experience. The largest number of responses centered on having extension courses offered in more locations with credit accepted for a degree. Other persons asked that they be allowed to take proficiency examinations to obtain credit for courses.

TABLE 45

U. IN YOUR OPINION, WHAT COULD THE TEACHER PREPARATION INSTITUTIONS DO TO ASSIST PROVISIONAL TEACHERS IN OBTAINING REGULAR CERTIFICATES?

Rank		Frequency
1	Offer extension courses and correspondence courses in more locations and facilitate the application of course credit towards a degree	123
2	Allow teachers to fulfill the student teaching requirement while on the job.	45
3	Provide more individual guidance for teachers	35
4	Personal answers	28
5	Accept certificates valid in and issued by other states	26
6	Coordinate institutional and state requirements	21
7	Consolidate education courses	19
8	Facilitate the substitution and transfer of courses and credits	13
9	Grant credit for workshop courses	10
10	Eliminate the "busy work" in education courses	9

Two important points seemed evident in analyzing responses to Ques-

tion V. First, many of the provisional teachers polled made the point that theoretical courses do them little good in the classroom. The teachers said that they wanted an opportunity to apply what they had learned under conditions in which they were observed by an expert who could help them. Secondly, many felt they were forced to take methods courses in areas they do not teach, while no courses were offered in areas they considered more practical--i.e. community relations, discipline, and classroom management.

TABLE 46

V. WHAT SPECIFIC COURSES WOULD BE MOST USEFUL FOR PROVISIONAL TEACHERS?

Rank		Frequency
1	Methods courses which allow for observation and application	118
2	Educational psychology and/or psychology courses	65
3	Courses in various subject matter areas at appropriate grade levels (e.g., language arts, mathematics, science)	59
4	Courses in the teaching of reading	30
5	Personal answers. Normally, a listing of courses needed by an individual to fulfilling requirements.	29
6	Student teaching	17
7	More technical courses to the exclusion of education courses	12
8	Modern math courses	11
9	Fine arts courses	9
10	Courses on classroom discipline	9

Question W solicits suggestions as alternatives to the present certification system. The majority of respondents suggested student teaching be

waived.

This particular question must have struck a sensitive chord because of the personal and emotional tone of a large number of the answers. Many teachers felt the certification requirements as applied to their own personal cases were grossly unfair. The fact that some teachers with only two years of college were allowed to teach, while others had to get more and more credits to continue teaching, seemed particularly disturbing.

Another sensitive area to many teachers was the requirement for courses in subjects that they do not teach, either because they are in departmental programs or because special teachers teach subjects such as art. The perception was voiced that the amount of time and money invested in many education courses is not commensurate with the practical help recieved.

Summary

Based on the responses to this questionnaire, the following statements appear to indicate the views, perceptions, and attitudes held by provisional teachers regarding various aspects of teaching.

Past History

1. In general, provisional teachers decided to enter teaching because of (a) a desire to work with young people, (b) to take advantage of the opportunity to render an important service and/or (c) an interest in subject matter.
2. Many provisional teachers first learned of Illinois certification requirements through (a) their county superintendent, (b) their college, and/or (c) the Teacher Certification Board.
3. A large number of provisional teachers became aware of certification requirements after they finished college.

4. A large number of provisional teachers decided to become a teacher before or during high school.
5. The majority of these provisional teachers attended undergraduate institutions that offered courses to meet certification requirements.
6. These undergraduate courses were available to the majority of the provisional teachers.
7. A great number of provisional teachers failed to complete these courses because they were enrolled in another course or they met the requirements of another state.

TABLE 47

W. WHAT ALTERNATIVES TO THE CURRENT CERTIFICATION SYSTEM WOULD YOU SUGGEST?

Rank		Frequency
1	Waive student teaching requirement for experienced teachers	96
2	Personal answers	35
3	Nationalize the certification requirements	30
4	Allow for more specialization and/or lessen the educational course requirements.	26
5	Grant certification on individual qualification and experience. Be more flexible. Accept recommendations of principal.	24
6	Allow college credit for a certain number of years of teaching experience.	16
7	Lengthen the time allowed to renew certificates	15
8	Revise and/or lower certification requirements	21
9	Allow proficiency test for credit	8
10	Automatically certify all persons with B.A. and B.S. degrees	8

Certification and Status

1. A large proportion of provisional teachers perceive themselves as at least fairly well prepared to teach.
2. A large proportion of the provisional teachers feel it important to obtain a regular certificate as soon as possible.
3. Most provisional teachers feel that they have opportunity to use their noneducational majors in their teaching.
4. Many provisional teachers prefer teaching to working in the area of their noneducational major.
5. Many provisional teachers feel they participate in educational innovations and in new programs as frequently as regularly certified teachers.
6. In general, provisional teachers feel they receive on the job treatment comparable to that of regularly certified teachers.
7. Some provisional teachers feel regularly certified teachers receive preferential treatment in regards to initial employment, opportunities for promotion, salary, and assignment to school and grade.

Course Work

1. Many provisional teachers feel content courses would assist them in their teaching performance.
2. Provisional teachers who have had student teaching feel it was of assistance to them in their teaching.
3. Provisional teachers who have not had student teaching do not feel it would be of value to them in their teaching.

Open Ended Questions

1. The major problem facing provisional teachers in Illinois is the fulfillment of the student teaching requirement.
2. It was suggested that teachers be allowed to practice teach at their own schools and/or that student teaching be waived in lieu of experience.
3. It was also suggested that the state department send out lists of education courses offered, noting location and the name of the college offering them.
4. Another suggestion was that extension courses be offered in more locations and procedures devised to facilitate the application of course credit towards a degree.
5. It was felt that professional courses allowing for observation and application of methods to be learned would be most beneficial to the teacher.
6. Many felt certification requirements should be determined on a national basis.

CHAPTER VIII

DISTRICT SUPERINTENDENT PERSONAL INTERVIEWS

INTRODUCTION

The data collected through the district superintendent interview schedule are summarized and reported in this chapter. The data are used to verify the responses to Surveys A and C. Additional information regarding the perceptions of administrators toward provisionally certified teachers was also obtained through these interviews. This chapter presents the interview responses as they relate to (a) the causes of provisional certification, (b) the role performance of provisionally certified teachers, (c) the treatment of provisional teachers and (d) solutions to the problems of provisional certification. The chapter concludes with a series of summary statements on the findings of the interviews.

Presentation of the Data

Eight superintendents were selected for interview purposes from the list of one hundred administrators who received Survey C. Four of the superintendents represented elementary school districts and four represented unit districts. The districts were selected on the basis of size (pupil enrollment) and wealth (assessed valuation) to achieve a representative cross-section. Table 48 shows the distribution.

TABLE 48

SELECTION OF SUPERINTENDENTS FOR PERSONAL INTERVIEWS—
DISTRIBUTION OF DISTRICTS

Number of Superintendents	Type of District	Pupil Enrollment*	Per Pupil Assessed Valuation**
1	Elementary	(low) 613	(low) \$15,817
1	Elementary	(low) 683	(high) \$33,768
1	Elementary	(high) 4,734	(low) \$ 7,598
1	Elementary	(high) 5,996	(high) \$26,241
1	Unit	(low) 866	(low) \$12,919
1	Unit	(low) 743	(high) \$39,108
1	Unit	(high) 3,094	(low) \$ 9,386
1	Unit	(high) 7,153	(high) \$23,770

*Directory of Illinois Schools, 1967-1968, Office of Superintendent of Public Instruction, Springfield, Illinois.

**1965 Assessed Valuations and 1966 Tax Rates in Descending Order. Circular Series Number 198. Office of the Superintendent of Public Instruction, Springfield, Illinois, 1967.

Responses in the personal interviews were compared to responses on Survey A, District Superintendent Questionnaire, and Survey C, Survey of Selected Superintendents Regarding Provisionally Certified Personnel. The responses to both instruments were found to be essentially the same. In general, superintendents tended to go into greater detail and offer more alternatives during the personal interviews than on the written forms. The similarity of responses would appear to establish the reliability of the instruments.

Causes for Provisional Certification

The following questions that relate to causes for provisional certification were presented in the interview schedule.

Question 4: What do you think is the major cause of teachers becoming provisionally certified?

Question 6: When a provisionally certified teacher applies for a position here, are they aware of certification requirements?

Question 7: How do you go about recruiting teachers for this district?

Four (4) superintendents indicated that the major cause of a teacher becoming provisionally certified is his/her late decision to go into teaching. One (1) superintendent indicated the major cause is due to a late switch in career plans from high school teaching ("usually thought of as more prestigious and profitable"), to elementary teaching ("where more positions are available"). Two (2) administrators selected education and residence outside of the state of Illinois as the major cause; and one (1) stated the cause was lack of motivation on the part of the individual. It is interesting to note that five (5) of the superintendents feel that the major cause of provisional certification is due to some type of late career decision on the part of the prospect.

To ascertain whether provisional teachers have prior information about certification requirements, superintendents were asked, "When a provisionally certified teacher applies for a position here, are they aware of certification requirements?". Six (6) of the superintendents answered "no" to the question. Two (2) superintendents answered "yes". These two were in the

larger districts located in or near cities. The lack of awareness reported by the majority of superintendents could be a cause of provisional certification.

Provisional certification could be caused by superintendents encouraging people to accept teaching positions who lack certification requirements. Realistically, this question could not be posed directly. Information was asked of superintendents concerning how they go about recruiting teachers for the district. Other statements made during the interviews that might shed light on this possibility were to be recorded. No such remarks were registered, leading the researcher to believe that no deliberate attempt is made by superintendents to recruit unqualified personnel nor was there any indication on the part of these superintendents that they felt that hiring provisional teachers was in any way (particularly financially) advantageous. The provisional teachers interviewed did not reflect the feeling that the district received any financial (or other) benefit from hiring provisionals.

Eight (8) of the superintendents mentioned they used college placement bureaus to recruit teachers. Three (3) of the eight specifically reported they contact universities both in and out of state. Also, three (3) superintendents mentioned that they contacted other people, i.e. friends, neighbors and other superintendents for leads. One (1) superintendent reported he sends out brochures; and one stated he simply waits for teachers to make application at either the county or district office.

It is not surprising that the superintendents who recruit out of state teachers are also the ones who suggest that improvements are needed in the area of reciprocity between states. It is also interesting to note that provisional teachers recruited by superintendents who ask friends, etc., have the greatest number of deficiencies. It would appear that to these super-

intendents a personal reference is of greater importance than certification requirements. Some time during the interview, fifty per cent of the superintendents pointed out that a good teacher is not necessarily a certified teacher. Eleven out of the twelve provisional teachers interviewed referred to the same idea.

Performance of Provisional Teachers

The following questions were asked regarding the relationship of teaching performance and certification requirements.

Question 11: Do you feel there is an observable difference between teachers that have not had student teaching and those that have had it? Yes _____ No _____

If yes, in what way? _____

Question 11b: After two years of experience? Yes _____ No _____

Question 12: Do you feel there is an observable difference between teachers that have not had methods courses and have had them? Yes _____ No _____

Seven (7) responses to Question 11 revealed that superintendents feel there is an observable difference between teachers who have had student teaching and those who have not had it. This is a significant statement when viewed in light of the fact that about seventy five per cent of the provisional teachers in the state are in need of a course in student teaching.

How do teachers lacking student teaching vary from other teachers? Administrators gave multiple responses to this question. Three (3) administrators reported that teachers lacking student teaching also lack confidence. Four (4) administrators mentioned that deficient teachers are lacking in techniques of teaching; one (1) mentioned that without student teaching, teachers

tended to be "textbook teachers"; one (1) stated that these teachers are less able to meet individual needs; and one (1) felt that such teachers had "bizarre ideas" and unrealistic expectations.

All of the eight (8) administrators indicated that there was no observable difference between a teacher with student teaching and one without it after two years of experience. Four (4) of the superintendents commented that if such a difference existed at that time, the teacher would be asked to leave to avoid a tenure problem.

Five (5) of the eight administrators polled indicated there is an observable difference between teachers who have had methods courses and those who have not had them; three (3) could see no differences. Two (2) of these three stated that a difference would greatly depend on the content of the particular methods courses. Six (6) superintendents used this opportunity to mention the fact that methods courses in most educational institutions are in need of extensive revision. Six (6) of the eight mentioned at this time, other ways in which they felt provisional teachers differ in performance from regular teachers; three (3) mentioned provisional teachers need assistance in evaluation; two (2) mentioned they do not have a firm grasp of content; and one (1) felt they needed help in lesson planning.

Treatment of Provisional Teachers

The manner in which a superintendent treats a provisional teacher may depend to a large extent on his perceptions and attitudes toward provisional teachers and toward certification in general. The following questions were included on the interview schedule to reveal some of the perceptions and attitudes of these superintendents.

Question 8: In your opinion, are certification procedures a necessary

part of the profession? Yes____ No____ Don't Know____

Question 9: What is your opinion of Illinois State certification requirements? Excellent____ Very Good____ Passable____ Poor____

Question 10: Have you ever held a provisional certificate? Yes____ No____

Question 14: In your opinion, how does the treatment of provisionally certificated personnel differ from the treatment of regularly certificated personnel in your district with regard to each of the following categories? Please indicate by placing a check in the appropriate column.

Answer all items in Section A. Place a check in Section B only if a particular response in Section A is based on a definite district policy.

The following items were mentioned;

- a. Opportunity to receive supervisory assistance
- b. Opportunity to participate in school and district committees
- c. Opportunity to participate in professional negotiations
- d. Initial employment
- e. Assignment to school and grade
- f. Salary
- g. Fringe benefits
- h. Retirement benefits
- i. Total workload
- j. Leaves of absence

- k. Working conditions
- l. Opportunity to participate in leadership activities—team leader, etc.
- m. Opportunity to participate in development of policies
- n. Freedom in teaching
- o. Opportunities for promotion
- p. Amount of time and effort devoted to evaluating teachers' performance
- q. Transfer opportunities
- r. In-service training

Question 18: Do you have teachers unions here? Yes____ No____

Question 19: Would you be willing to negotiate with provisionally certified teachers if they should organize? Yes____
No____

Question 20: Have the provisionally certificated teachers brought any grievances to you as a group? Yes____ No____
Individually? Yes____ No____ If yes, what were they and how did you handle them? _____

In response to Question 8, all eight (8) superintendents agreed that certification procedures are a necessary part of the profession. Six (6) superintendents rated Illinois certification requirements as very good; one (1) rated them excellent; one (1) rated them as passable. The excellent rating was given by the same superintendent who offered no solutions for provisional certification problems at the end of the interview. In general, these superintendents hold favorable views toward certification and toward Illinois certification requirements.

Two (2) of the eight administrators indicated they had held provisional certificates. Close inspection of their other responses does not reveal any variance in their attitudes or perceptions of provisional teachers from that of the other administrators.

On the check list questions regarding differential treatment of teachers five (5) of the eight superintendents polled indicated they show no preference as to the conditions of employment and service mentioned on the list. These five (5) interviewees indicated that they had no district policies regarding treatment of provisional teachers. The remaining three (3) interviewees indicated they show preference to regularly certified teachers regarding both (a) initial employment and (b) salary. In two instances, salary was not determined by district policy and in the remaining case district policy was in force. One (1) of these three superintendents indicated preference was shown to the provisional teacher in the category of in-service education. This was not a district policy. However, while most of the superintendents interviewed show no differential treatment between regular and provisional teachers, a substantial number report that they do show some preference in specific areas.

Seven (7) out of the eight superintendents felt no need for district policies regarding provisional teachers. Four (4) of them said it is "advantageous to keep the rules flexible to fit the need". One (1) administrator stated the State Certification Board makes the rules and "that should cover it". One (1) administrator felt that the provisional teacher should be covered under district policies as well as any one else.

Only one (1) of the superintendents polled reported that his district had a teachers union; seven (7) did not. Seven (7) would be willing to negotiate with provisional teachers should they organize; one (1) would

refuse to negotiate. None of the superintendents (8) indicated they had any grievances brought to them by provisional teachers individually, or in groups. It is difficult to imagine that grievances do not occasionally arise, but perhaps provisional teachers hesitate to voice their grievances as provisional teachers. A number of the teachers interviewed did express their dissatisfactions with their treatment in relation to the role they fulfill. Most of these superintendents took a rather light view of the questions related to unionism. Their remarks had the ring of "it couldn't happen here". Perhaps, this remoteness made it easier for them to answer affirmatively to the question regarding negotiations with provisional teachers.

Solutions to the Problems of Provisional Certification

Question 23 asked superintendents to recommend solutions for the problems of provisional certification. Most superintendents gave more than one response; one gave no response. Their responses ranged from eliminating provisional certification entirely (one response) to lowering the minimum requirements (one response). Three (3) superintendents recommended reciprocity agreements be improved among states. Four (4) recommended that the State Certification Board communicate directly and more frequently with the provisional teachers themselves. This suggestion was also mentioned by three (3) other superintendents at various places in the interviews. The State Office and educational institutions were requested to revise the practices and requirements for student teaching by three (3) of the superintendents. One (1) of them requested that in lieu of student teaching, credit for experience be given; one (1) suggested more opportunities for student teaching be offered during summer; and one (1) suggested that a practicum should take the place of student teaching. Only one (1) superintendent focused attention on the improvement of

methods courses in this section of the interview, however, four (4) others mentioned it elsewhere. One (1) superintendent suggested that educational institutions offer practical experience at earlier levels of training.

Two ways in which districts could assist in solving provisional problems were suggested; (a) by recruiting teachers earlier (one response) and (b) by providing more opportunities for inservice training (one response).

Question five also related to solutions for the problems of provisional certification. Referring to causes for provisional certification, the question was "How could this be corrected?".

Answers to this question ran somewhat parallel to answers on Question 22. Two (2) superintendents recommended better reciprocal agreements; one (1) lowering the minimum requirements for certification; one (1) recommended teachers' salaries be raised; three (3) felt that a strong pre-service "selling" program to recruit teachers was important; and one (1) had no suggestion for improvement.

Question 17 asked, "How would your district be affected if provisional certification were discontinued in this state?".

Three (3) of the administrators felt that there would be no problem other than the inconvenience of replacing provisional teachers now on the staff. Three (3) of the administrators felt that the competition for teachers would be increased and possibly some classes would be without teachers; one (1) reported that he felt he would have to hire more marginal people; and one (1) felt it would affect the balance in the composition in the school, i.e. percentage of men teachers, percentage of Negro teachers, etc. He also stated he felt that specialized areas would be adversely affected such as hard-of-hearing, sight saving, EMH classes, etc. Most of the superintendents

felt that eliminating provisional certification was a possibility. They indicated, however, that it would inconvenience them and would certainly create shortages in specialized areas.

One plan for solving the provisional teacher problem is to encourage provisionals to become regularly certified. In Question 6 interviewees were asked to describe how they inform provisional teachers of certification requirements. In Question 13 superintendents were asked in what ways they encourage provisional teachers to become fully certified.

The following list indicates the methods used by superintendents to inform provisional teachers of needed requirements.

Orally tell them the requirements (2)

Inform them on making application (2)

Write them notes once or twice per year (2)

Send them to the county superintendent (2)

Encouragement to become regularly certified is offered in the following ways:

Partial payment of tuition (2)

Provide in-service training and in-district credit courses (2)

Salary raise (3)

Write note of encouragement (1)

In other sections of the interview two (2) of the superintendents stated that they felt the "whole thing was between the teacher and the certification board". It would seem that the more personal the encouragement of the superintendent, the more urgently the provisional teacher would regard the need to attain regular certification.

Question 21 requested that superintendents state their major con-

cerns about provisionally certified teachers. Three (3) superintendents expressed concern that provisional teachers complete their education. One (1) of them wondered about forcing less able teachers to take course work when time is needed by them for preparation. (This problem was not expressed by anyone else in the entire study yet it certainly seems like a legitimate concern, worthy of thought.)

A concern expressed by another (1) superintendent was that due to the structure of the district salary schedule, his provisional teachers are actually receiving favored treatment over regularly certified teachers. Presently, all get equal salary raises in keeping with the number of college credits they accumulate. Regularly certified teachers must take credits over and above the minimum to receive an increment while provisional teachers are merely taking credits to meet state set requirements.

Finding adequately certified teachers to fill specialist positions was a concern stated by two (2) superintendents. One (1) superintendent was concerned about how to compensate for the lack of skill and training of his provisional teachers. The integrity of the profession was the concern stated by the eighth superintendent (1). He felt an increasing number of provisional teachers are entering teaching to avoid other responsibilities, such as the draft, etc.

Summary

From the information gathered, it appears that the following statements reflect the views of the superintendents interviewed.

Consistency

The survey and the interview responses were essentially the same.

Causes

1. Many of the superintendents felt that a late career decision was the major cause for provisional certification.
2. Provisional teachers are unaware of the requirements for certification when first applying for a position in school districts, their superintendents report.
3. Recruitment procedures of superintendents affect the kinds of problems they meet with respect to provisional certification.

Performance

1. Superintendents feel there is an observable difference among beginning teachers who have had student teaching and those who have not had it.
2. After two years of experience, superintendents do not see a difference between teachers who have had student teaching and those who have not had it.
3. Some superintendents feel there is an observable difference between teachers who have had methods courses and those who have not had them.

Treatment

1. Superintendents have very favorable attitudes toward certification.
2. Superintendents hold favorable attitudes toward Illinois certification requirements.
3. Many superintendents treat provisional teachers the same way they treat regularly certified teachers.
4. If there is a difference in treatment between teachers holding regular and those holding provisional certificates, the difference

is in the areas of salary and initial employment.

5. Superintendents do not express concern over teacher militancy in relation to provisional certification.

Solutions

1. A more flexible approach regarding requirements for student teaching is desired by superintendents.
2. Some superintendents advocate more vigorous preservice teacher recruitment and information programs.
3. Superintendents feel that discontinuation of provisional certification would create a number of problems for their district.

CHAPTER IX

PROVISIONAL TEACHER PERSONAL INTERVIEWS

INTRODUCTION

Provisional teachers were personally interviewed to verify their responses to Survey B, Provisional Teacher Fact Sheet and Survey D, Survey of Selected Provisionally Certificated Teachers. This interview schedule was also designed to elicit their in-depth responses to certain questions regarding provisional certification. As in the previous chapter, this chapter presents the interview responses as they relate to (a) the causes of provisional certification, (b) the role performance of provisionally certified teachers, (c) the treatment of provisional teachers and (d) solutions to the problems of provisional certification. The chapter concludes with a series of summary statements on the findings of the interviews.

Presentation of the Data

The same districts identified in the previous chapter for district superintendents interview purposes, also served in the selection of provisional teachers for interview. One elementary provisional teacher who had responded to both Surveys B and D was selected from each of the elementary districts. Two provisional teachers, one high school teacher and one elementary school teacher, were selected to represent the unit districts. Twelve provisional teachers were polled.

Reliability of the Questionnaires

Baseline data gathered in Survey B and D was verified by the similarity of responses to both written and oral questions. This similarity in responses would appear to establish the reliability of the instruments.

Causes for Provisional Certification

Interview Question 10: What caused you to get the provisional certificate?

To this question, six (6) of the twelve interviewees reported that they moved here from another state where they had been teaching. Three (3) reported they were asked by the district to fill a specific position. In one case the superintendent had done this recruiting; in the second, a school board member; in the third, a principal. Each of these three teachers had been teaching five years or more in their present position.

Of the remaining teachers, one (1) reportedly switched positions from music specialist to elementary classroom teacher (at the request of the superintendent of the district); one (1) teacher indicated he refused to take the required education courses (this teacher holds a masters degree); and one (1) wanted to continue his advanced education while avoiding the draft.

It should be pointed out that of the six moving from another state, three were in need of only one credit hour to fulfill certification requirements; two were in need of student teaching; and one had a number of deficiencies to complete.

Additional evidence regarding the causes of provisional certification was gathered from interview questions five and six.

Question Five: Could you describe how you first learned about

Illinois state certification requirements?

Question Six: Do you feel you had information early enough to adequately prepare for certification?

Eight (8) of the interviewees indicated they did not feel they had information early enough to prepare for certification. Four (4) of them indicated they felt they had sufficient information. One (1) of the four actually had an Illinois certificate in an area different from her present position. The other three indicated they were not preparing to enter teaching prior to their application at their districts. Apparently, these three teachers misunderstood question six or they hold some rather unrealistic notions about the length of time needed for adequately fulfilling certification requirements.

In response to question five, a total of five of the responses indicated that these provisional teachers first learned about certification requirements when they applied to the district to teach; three went to the county superintendents office for information; two reported they received a letter from the state department listing their deficiencies; two learned about certification requirements in college. These responses indicate that most of these provisional teachers learned about certification requirements immediately prior to or immediately after accepting a teaching position.

One cause for provisional certification could be due to the attitudes of the provisional teacher toward certification in general, and toward Illinois certification requirements in particular.

Question 8: In your opinion, are certification procedures a necessary part of the profession?

Question 7: What is your opinion of Illinois certification requirements?

All twelve (12) provisional teachers responded affirmatively to the question 8. This indicates they feel certification procedures are a necessary part of the profession. Regarding Illinois state requirements, one (1) rated them as excellent; two (2) rated them as very good; five (5) rated them as passable; and four (4) rated them as poor. The majority of these teachers were less than enthusiastic about present requirements. The provisional teachers scored Illinois certification requirements lower than the district superintendents did.

Question 9: How do you feel district superintendents view certification requirements?

The results of these responses would seem to indicate that if superintendents are very much in favor of current requirements as reported, they are not communicating their views to their provisional teachers. Nine (9) of the provisional teachers interviewed failed to respond to this question at all. They indicated they had no idea how their superintendents viewed certification requirements. Of the three (3) that did respond, all felt that certification was of some importance to their superintendent but that he was flexible in his views. It would seem that if a superintendent desires his staff to become regularly certified, he should make his views known to them.

Performance of Provisional Teachers

Question 11: Do you feel there are any differences between the kind of a job the provisional teacher does as compared to the regularly certified teacher--such as in (P) lesson planning, discipline, promptness, public relations, etc.?

Eleven (11) of the interviewees felt that there was no difference between the kind of a job done by a provisional teacher and/or a regularly certified teacher. One (1) interviewee felt that in the case where a provisional teacher switches fields of teaching, a difference did exist. "After all, how can you make a lawyer into a doctor by merely changing positions", was her comment.

Most of the interviewees indicated that they felt that certification is not necessarily a sign of a good teacher. Good teaching is an individual matter.

Treatment of Provisional Teachers

Question 13: In what ways are you satisfied with your treatment and position as a provisional teacher? (P) Salary____
Working conditions____ Promotion____

Seven (7) provisional teachers indicated they were satisfied in all respects with their treatment and position as a teacher. Five (5) provisional teachers expressed dissatisfaction with at least one aspect of their employment and service. Four (4) of the five mentioned that salary differences were a negative factor. Three (3) mentioned lack of opportunity for promotion; one (1) mentioned less adequate working conditions; and one (1) was dissatisfied with orientation procedures for new provisional teachers. Though the majority of teachers receive equal treatment with regularly certified teachers, many do not.

Solutions for Provisional Certification Problems

Question 15: What solutions do you think are the most feasible in solving the provisional certification problem?

Question 15 brought multiple responses on the part of the provisional

teachers interviewed. It was the opinion of the researcher that these suggestions were more thoughtful and more generally applicable than responses to similar questions on Survey D.

Six of the suggestions concerned the student teaching requirement. Three of these responses suggested that a predetermined number of years of teaching experience be substituted for student teaching; two suggested eliminating student teaching as a requirement; and one suggested that universities give credit for student teaching during the regular school year with the teacher working in a regular classroom.

Five responses indicated that reciprocal agreements between states should be improved. In each case it was either implied or stated that if a prospective Illinois teacher held a certificate in one state, Illinois should automatically honor it--without regard for the kinds of requirements that were originally set for the certification.

Five responses indicated that colleges should improve their job counseling services, pointing out the possibility of teaching as a career to students. Four other related responses recommended improved preservice education to inform candidates about certification requirements for teaching. Implied in these suggestions was some form of cooperative effort between the State Certification Board and educational institutions.

Five responses suggested more flexibility in certification requirements by one means or another. Two of these responses simply stated "more flexible requirements needed"; one suggested substituting content for methods courses; one felt that the teacher should have the freedom to select any courses that would be most helpful to her; one felt that the "approved program" plan be substituted for earning credit hours. One of the responses indicated

that certification requirements ought to be determined by the district and another indicated educational institutions should take control.

Question 12: Have you been encouraged to get your regular certificate? If so, how?

There is a discrepancy between what the superintendents report is done to encourage provisional teachers to obtain regular certification and what provisional teachers report is done. All of the superintendents indicated some procedure to encourage their teachers. Six (6) of the provisionals indicated they received no direct encouragement to become regularly certified. One said, "They never look at that here."

Six (6) of the provisional teachers responded that they have been encouraged to get their regular certificate. Of these six, three indicated they were encouraged by the superintendent; one stated the principal gave encouragement; two were encouraged by district practices (salary raises, etc.). The methods used were a note from the district office stating deficiencies yearly (two responses). Three reported they received encouragement by word of mouth. Only one stated the superintendent was trying to help him find a university that would place him for student teaching during the summer in the district. It would appear that this superintendent took the most active part in the encouragement process. Incidentally, this was a superintendent in one of the larger districts.

Based on the data gathered, it appears that the following observations may be made concerning the statements made by the provisional teachers interviewed.

Consistency

Responses to Surveys B and D were essentially the same as the oral

responses to the interview. It is assumed therefore, that the instruments are reliable.

Causes

1. A major cause for receiving the provisional certificate is moving into Illinois from out of state.
2. The majority of provisional teachers indicated they did not have certification information early enough to adequately prepare themselves.
3. The majority of provisional teachers learned about certification requirements immediately prior to or just after accepting a teaching position.
4. These provisional teachers regard certification requirements as a necessary part of the profession.
5. The majority of provisional teachers felt that Illinois certification requirements are passable and/or poor.
6. One half of the provisional teachers interviewed were not aware of the superintendent's views on certification.

Performance

1. A majority of the interviewees felt there was no difference between the job a regularly certified teacher does and the one done by a provisional teacher.

Treatment

1. Over half of the provisional teachers interviewed indicated they received the same treatment in their districts as other teachers.
2. The remainder of the provisional teachers reported they received differential treatment on at least one aspect of their employment.

and service.

3. Half of the provisional teachers report they receive no encouragement to complete certification requirements.
4. The remainder of the provisional teachers indicate they receive encouragement by various methods.

Solutions

1. Revision of the student teaching requirements is suggested by one-half of the interviewees.
2. Improved reciprocal agreements among states is another prominent suggestion.
3. Improved counseling in college and better communications with college students regarding certification requirements is also suggested.
4. Greater flexibility in certification course requirements is recommended.

CHAPTER X

ANALYSIS OF THE HYPOTHESES

INTRODUCTION

In this chapter the hypotheses and sub-hypotheses will be analyzed. Each hypothesis and the sub-hypothesis under it will be considered individually and conclusions drawn. Hypotheses will be accepted or rejected on the basis of evidence presented.

Hypothesis One

- H₁
1. Lack of information regarding teacher certification is a major cause in obtaining a provisional certificate.

Evidence gathered on H_{1A} and H_{1B} support this hypothesis.

- H_{1A}. A greater proportion of provisional teachers learned about certification requirements after college than learned about requirements during or before college, as indicated by their responses.

Hypothesis H_{1A} is supported by data collected in the study.

On Survey D, item C33, provisional teachers were asked "When did you first learn about Illinois State Certification requirements?" They were asked to check one of the following categories: high school, college, after college (5 years or less), after college (6 years or more). The provisional teachers indicating post-college acquisition of information made up 64.88 per cent of the total. Those who learned about Illinois requirements 5 years or less after college made up 34.39 per cent of the total and 30.49 per cent learned about requirements 6 years or more after college. This is a sizeable group. The figure

takes on added authority when viewed along with data gathered from Survey C, item B32, "How did you first learn about Illinois certification requirements?". The provisional teachers surveyed were asked to check one of the nine sources listed. These sources could be classified as (a) information dispersing sources, i.e. college, counselor, state bulletins or teachers, (b) neutral sources, i.e. friend, others, and (c) admitting sources, i.e. district superintendent, county superintendent, and teacher certification board. Information sources are credited with furnishing only 26.34 per cent of the information while admitting sources account for 61.34 per cent of the information. It would seem that a majority of the provisional teachers report that they first learned about certification requirements at the time they were asking for admission to the profession--a time when it would be very late to make up deficiencies that might have accrued prior to employment.

It could be postulated that information actually was provided to provisional teachers but it went unnoticed due to lack of interest of the individual. This is not borne out by the responses given to Survey D, item D34, "When did you first decide to become a teacher?". The responses to "high school and earlier" were 27.66 per cent, to "after high school but before college", 6.91 per cent, and "in college", 21.99 per cent. The total of 56.56 per cent indicates that the majority of the provisional teachers made an early career decision. This would seem to indicate interest on the part of the individual.

On Survey B, item 33, provisional teachers were asked "Were you aware of State Teacher Certification requirements as an undergraduate?". Once again the majority of responses (57.69 per cent) indicated prospective teachers were not aware of requirements.

Personal interviews of provisional teachers revealed that two-thirds

of those interviewed felt they lacked sufficient information about certification requirements. Five-sixths of the teachers interviewed mentioned admitting sources (i.e. district superintendents, etc.) in reference to ways in which they first learned of certification requirements. These sources can be considered as late avenues of information. A substantial number of the interviewees suggested that preservice education programs concerning certification requirements be improved.

H_{1B}. As indicated by their responses, district superintendents rank the following as a most important factor leading to provisional certification: lack of information by the prospective teacher of requirements for regular certification.

This hypothesis is supported by evidence collected in this study.

The evidence supporting H_{1B} is not as conclusive as that for H_{1A}. The evidence would indicate that while most district superintendents do not regard this as the most important cause for provisional certification, they do consider it important.

Administrators were asked to indicate causes for provisional certification in Survey C, item D. Of the thirteen possibilities listed, lack of information ranked fourth. This is not particularly decisive but it takes on more authority when coupled with other data. Ranked in first and second places on this item were choices determined by a late decision of the provisional teacher. It is possible that in these instances a lack of information could have been the result of/or a contributing factor to the decision making. In suggesting solutions for certification problems (Survey A, item 11), superintendents suggestions that educational institutions provide more information and guidance to students regarding certification requirements ranked fourth among the first ten rankings. This recommendation is apparently based on the belief that a lack of information exists.

In the personal interviews a majority of the superintendents indicated that provisional teachers are unaware of certification requirements when applying for a position in the districts. Once again, they recommended that the state office and the educational institutions improve methods of disseminating information and counseling services for students.

Discussion of H₁

Lack of information as a cause for provisional certification is supported by the data presented. Provisional teachers seemed more inclined to identify this as a cause than do superintendents. Undoubtedly, the provisional teachers take a more subjective view of their behavior and are inclined to advance the excuse that is most forgiveable, a human error. Then, too, lack of information carries with it the implication that someone else other than the provisional teachers caused the problem.

This transference of blame certainly would be understandable and the data gathered could be attributed to it entirely had not the superintendents also indicated provisional certification is caused by lack of information. Superintendents views may not be as authentic as the views of the provisional teachers themselves but it is assumed they would be more objective.

The other data gathered also supports the hypothesis. The fact that so many provisional teachers report decisions to enter teaching during high school and/or college coupled with the fact that so few learned about certification from counselors would indicate that while interest existed, avenues of information were closed or nonexistent. State bulletins, another avenue of information also appear to be ineffective.

Both provisional teachers and district superintendents agree that initial information regarding certification is procured at the time they

actually apply for a position. It is probable that if deficiencies exist, the most convenient opportunity to fulfill them has passed by that time.

Hypothesis Two

- H₂. The following is a prime factor leading to provisional certification: the candidate makes a late career decision to enter the teaching profession.

This hypothesis is supported by H_{2A} and H_{2B}.

- H_{2A}. A substantial proportion (more than 25 per cent and less than 50 per cent) of the provisional teachers indicate by their responses that while undergraduates they had not decided on the career of teaching.

Hypothesis H_{2A} is supported by evidence gathered from the data. In Survey D, item D34, provisional teachers were asked to indicate when they first decided to become a teacher. Of them, 15.60 per cent indicated they make the decision after college but before entering another profession. By their responses, 25.95 per cent indicated an even later decision--after working at another profession for a period of time. The total was 41.55 per cent, well over one-fourth of the teachers reporting. While this is not a majority of the total, it certainly is a group of substantial size. On Survey B, item 37, 33.96 per cent indicate they were employed on a full-time basis before entering teaching. Teaching as a second career is a substantial part of late decision making as a cause for provisional certification.

It must be noted here that none of the teachers personally interviewed mentioned that they made a late career decision as a primary cause of provisional certification. However, a number did suggest that colleges should improve their job counseling services. Improvement of guidance services also appeared among the top ten rankings in answer to items T and U on Survey D. Such requests for assistance imply that provisional teachers feel problems exist concerning career choice.

H₂B. As indicated by their responses, district superintendents rank the following as a most important factor leading to provisional certification; teaching was a late career choice.

There is considerable evidence to support H₂B.

District superintendents were asked to rate causes for provisional certification in Survey C, item D57-69. Out of the thirteen items, "teaching was a secondary career choice", ranking first and "late career choice" ranked second. Both items received more than twice as many points as the third ranked reason.

Over half of the personally interviewed superintendents indicated they felt a major cause for provisional certification was a late decision on the part of the teacher. Three of them recommended that a strong preservice "selling" program to recruit teachers should be instituted.

In Survey A, item 9, superintendents suggested that colleges improve their methods of guidance and counseling but most of those suggestions seemed aimed at cures rather than prevention.

Discussion of H₂

Although the majority of provisional teachers indicated they had decided on teaching as a career in high school or college, a large group indicated theirs was a later career decision. Many of them entered some other career before deciding to teach.

Once again, this late decision and/or shift in decision points to inadequate counseling of the individual. It could be assumed that these people are "profession hoppers"—hopping from one field to another. Information gathered in the other surveys indicates that provisional teachers average five years of teaching experience. This appears to be a respectable average. Actually, a small percentage of superintendents even indicated they felt that

provisional teachers were more satisfactory than regularly certified teachers in terms of length of service. This also would deny the allegation of "profession hopping".

The question remains, however, "Would effective counseling help these people or would they go into another profession in spite of it?". Are they simply drop-outs from another profession? The data would seem to indicate that provisional teachers are not merely drop-outs from other occupations.

Data gathered in these surveys indicates that provisional teachers are satisfied with their teaching positions and they apparently feel that their district is satisfied with them. This attitude is corroborated by the responses of district superintendents. If this is the case, one must reject the idea that provisional teachers are using teaching as a stop-gap measure. It appears that these people do a satisfactory job and it also appears that they could have been guided in this direction earlier by adequate counseling.

One must note here that indecision does appear to be characteristic of provisional teachers. In the discussion of the next hypothesis, it is pointed out that a large number of provisional teachers still do not have a commitment to the profession in terms of years they plan to continue to teach. Many of them made no response to that question. Apparently, they are still undecided and perhaps are still in need of counseling.

Hypothesis Three

- H₃. Attitudinal factors influence individuals to apply for and/or retain the provisional certificate.

In general, the results of the study support hypothesis three, especially those related to low regard for Illinois certification requirements by provisional teachers and their perceptions regarding treatment. Attitude

toward teaching as a profession is inconclusive. Attitudes toward certification are generally favorable.

H_{3A}. A greater proportion of provisional teachers have an unfavorable attitude toward teaching as a position than those who have a favorable attitude, as indicated by their responses.

There is conflicting evidence regarding this hypothesis. While much of the evidence indicates the hypothesis should be rejected, there is a large body of data in undecided areas and some data that appear to support it. Therefore, the hypothesis can neither be rejected nor accepted.

Attitude toward teaching was considered unfavorable if (a) the provisional teacher failed to indicate a high intensity of call, (b) the provisional teacher did not indicate an intention to remain in teaching, and (c) the provisional teacher preferred working in his non-educational major to teaching.

Provisional teachers do have a high intensity of "call" as indicated by their responses. Survey D, item A18-31 asked "What were the three most important considerations in your choice of teaching as a career?". Among the fourteen items listed were five items that were identified as responses indicating high intensity of call in the study by Levin, Hilton and Lieberman, 1957.⁶¹ They are (1) opportunity for rendering important service, (2) a tradition in my family, (3) long term ambition, (4) desire to work with young people, and (5) interest in subject matter.

An inspection of the statistics indicating the number of times each reason was selected as a first, second, or third choice yielded no real surprises. The item selected both as first and second choice most frequent-

⁶¹L. C. Gage, Handbook of Research on Teaching, Boston; Houghton Mifflin, 1952. pp. 342-343.

ly was item 28: desire to work with young people. Item 18 had the second largest total of both first and second selections as a reason for entering teaching, opportunity for rendering important service. Interest in subject matter ranked third, long term ambition, fourth. Tradition, the remaining high intensity response, placed twelfth out of the fourteen rankings. Tradition seems to be least related to attitude of the five choices. Although attitude may affect it, it would seem safe to hypothesize that most provisional teachers do not come from homes where teaching was or is a career tradition held by members of the family.

Provisional teachers indicate by their responses that they hold unfavorable attitudes toward their future plans to teach. Survey D, item S72, asked provisional teachers to indicate how many more years they intend to teach. The answers, (1) one-five years, (4) uncertain, and no answer at all, were considered short range and/or indecisive--indicating an unfavorable attitude. Responses reflecting an unfavorable response attitude totaled 58.68 per cent of the total.

Provisional teachers do indicate that they hold favorable attitudes toward the position of teaching. Item H38, Survey D, asks these teachers to indicate whether they prefer teaching to working in their noneducational major. Of them, 69.50 per cent indicated that they did. While this is a majority, 7.26 per cent answered no, and 18.08 per cent were not sure. Failing to answer the question at all were 5.14 per cent of the total. This would seem to be a rather large minority, considering the nature of the question asked.

H_{3B}. A greater proportion of provisional teachers have an unfavorable attitude toward the need to obtain a regular certificate than have a favorable attitude, as indicated by their responses.

The evidence presented here indicated that hypothesis H_{3B} should be

rejected.

Attitude regarding the need to hold a regular certificate was considered unfavorable if (1) the provisional teacher failed to indicate that obtaining a regular certificate was important or very important and (2) the provisional teacher indicated they did not intend to meet the requirements in the near future. (two years or less)

Provisional teachers indicated the importance to them of obtaining the regular certificate on Survey D, item F36. Responses reflected unfavorable attitudes: (3) fairly important 12.23 per cent, (4) not too important 5.31 per cent, (5) not important at all 3.90 per cent, and failure to respond 2.12 per cent. This was 25.56 per cent of the total. A majority of 52.48 per cent of the provisional teachers indicated they do hold a favorable attitude.

Survey B, item 34 asked teachers to indicate when they intend to obtain the regular certificate. Of them 93.68 per cent indicated they would obtain them by 1970. Once again it appears that provisional teachers hold favorable views regarding the need to hold a regular certificate.

Personal interviews of provisional teachers also supported this hypothesis. That certification is a necessary part of the profession was one of the few points on which there was general agreement among interviewees.

H_{3C}. A greater proportion of provisional teachers have an unfavorable attitude toward certification requirements than have a favorable attitude toward them, as indicated by their responses.

Hypothesis H_{3C} is supported by data gathered on a number of items. Attitudes regarding requirements for regular certification in general were considered unfavorable if the provisional teachers indicated they were well prepared or extremely well prepared for their current positions.

"In your opinion, how adequately are you prepared for the position you

now hold?", was item E35 on Survey D. The results indicate that 63.46 per cent of the provisional teachers felt they were well prepared or extremely well prepared, an unfavorable attitude if they are expected willingly to take additional course work to meet requirements.

During the personal interviews, provisional teachers were asked to rate Illinois state certification requirements in general. The majority rated them as either passable or poor. This was a lower rating than that given by superintendents.

Attitudes regarding specific course requirements were elicited by responses to the questions which followed. Unfavorable attitudes were reflected in responses indicating course work would be (1) no help at all, (2) very little help, or (3) some help.

Survey D, item N44, was "In your opinion, how much would a course in student teaching assist you to improve your teaching performance?".

Although 41.48 per cent of the total failed to respond to this question, another 48.57 responded unfavorably to taking a course in student teaching. In light of the fact that about 75 per cent of the provisional teachers have not fulfilled the student teaching requirements, this is most interesting. Another interesting comparison may be made with a similar question asked of provisional teachers having completed student teaching. Only 14.71 per cent responded unfavorably, however, 57.62 per cent failed to respond to the question.

Half of the provisional teachers personally interviewed recommended that student teaching either be eliminated or that drastic changes be made in it. This solution was recommended again and again in Survey D, item U, by the provisional teachers surveyed. Apparently, unfavorable attitudes are held by those who have experience and are in need of student teaching.

Survey D, item 40, asked "To what extent do you feel additional course work in educational methods would assist you in the performance of your duties?". Of the responses, 59.20 per cent were included under the categories some help, very little or, not at all—reflecting unfavorable attitudes on the part of the provisional teachers. More than one-third of the provisional teachers interviewed suggested changes in course requirements. They indicated they wanted greater flexibility in selection. Resentment over course requirements was also apparent in the answers to the open-ended questions in Survey D, items T., U., V., and W. Many remarks indicated that the respondent failed to see any point in completing a physical education course requirement when that subject is taught by specialists. Only 1.41 per cent of the total failed to respond.

"In your opinion, how much would additional course work in content areas other than education assist you to improve your teaching?", was item K41, Survey D.

H_{3D}. A greater proportion of provisional teachers have an unfavorable attitude toward the status of provisional teachers than those who have a favorable attitude toward it, according to their responses.

This hypothesis is supported by the following data.

The data were classed as follows. If provisional teachers perceive their treatment as not differing from the role of the regularly certified teacher, incentive to obtain the regular certification is questionable. In Survey D, items P46-63, various facets of the conditions of service and employment of the teacher are enumerated. In each case, the response (1) provisional teachers given preference, or (2) no preference shown would indicate an unfavorable attitude.

In only one of the eighteen categories listed does the larger proportion of provisional teachers indicate that regular teachers are shown preference and that is in regard to initial employment, 49.82 per cent. After this hurdle is cleared, the majority of provisional teachers perceive no further differences in their treatment from that of the treatment of regularly certified teachers. Other differences are noted in the discussion of H_5 .

Interview responses with provisional teachers indicated that many of them perceived their treatment as the same given regularly certified teachers. There was almost total agreement among interviewees that the provisional teachers performed the same kind of job as the regularly certified teachers.

Discussion of H_3

The data presented here marginally support the hypothesis. At best attitude is difficult to isolate and assess. Results from investigating attitudes toward teaching as a position, attitudes toward the necessity to hold a certificate, attitudes toward the requirements qualifying individuals for regular certification, and attitudes toward the difference in status of a provisionally certified teacher as compared to the regularly certified teacher were both of a positive and negative nature. It is impossible to weight which of these attitudes exerted the most influence on the individual and which the least.

Some of the responses must be held suspect as revealing "socially acceptable" answers rather than reflecting the actual attitude of the individual. Some of the incongruities that appeared that would raise questions, were that while teaching was put in a most favorable light, provisional teachers failed to indicate future plans to continue teaching. Certification as a practice was almost unanimously approved, while Illinois certifi-

cation requirements were soundly criticized.

The data appears to indicate that the majority of teachers had a high intensity of call and prefer teaching to working in their non-educational major but are undecided about their long range career plans. Provisional teachers indicate that it is important to them to become regularly certified and they intend to do so in two years time. In general, provisional teachers hold unfavorable attitudes toward the need to meet stated Illinois certification requirements. They regard themselves as adequately prepared and are particularly opposed to taking educational methods courses and student teaching. Although the majority report that content courses would assist them, a large minority dissents. Other than in regard to initial employment, provisional teachers perceive themselves as receiving the same treatment as regularly certified teachers. This could be considered an unfavorable attitude. They also feel that they do the same quality of job that a regularly certified teacher does. This attitude would be a contributing factor in the maintenance of the provisional certificate. Without a real incentive, it is difficult to meet requirements.

Hypothesis Four

H_4 . Administrators perceive provisionally certified teachers differently from regularly certified teachers in regards to the fulfillment of the role expectations of the teacher.

H_{4A} . A greater proportion of district superintendents feel that provisional teachers differ from regularly certified teachers in the fulfillment of the teaching role than those who feel that no difference exists, as indicated by their responses.

On Survey C, item B36-55, superintendents were asked to indicate how the performance of provisional teachers compared to that of regularly certified teachers on eighteen points describing various facets of the teaching role.

On each individual point, the greater proportion of administrators indicated they perceived the performance of provisional teachers as the same as that of regularly certified teachers. However, on a number of points a substantial (25 per cent - 49 per cent) number of the administrators indicated they did observe differences between regular and provisional teachers. Eleven of the eighteen categories named show substantial support for the hypothesis. They are (a) development of curriculum-materials, 46.98 per cent, (b) identification of problems of students, 45.78 per cent, (c) ability to appraise the effects of teaching 44.57 per cent, (d) up-to-dateness of information 40.96 per cent, (e) knowledge of content 39.75 per cent, (f) meeting individual needs 37.34 per cent, (g) classroom management 33.73 per cent, (h) effectiveness in interpreting the school program 30.12 per cent, (i) overall job performance 30.12 per cent, (j) pupil achievement 26.50 per cent, (k) length of service 26.40 per cent.

During personal interviews all the superintendents mentioned at least one or two ways in which they perceive that provisional teachers differ in performance from regularly certified teachers. These comments were made either as observations or in response to specific questions concerning deficiencies in student teaching and in educational methods courses or simply as observations.

Although the superintendents appeared to feel that provisional teachers did differ from regularly certified teachers, there did not seem to be a consensus regarding specific kinds of differences. Taken in this light, the statistics in the table may be interpreted as an indication that while superintendents do not agree on specific points of differences, they feel that the performance of provisional teachers does differ from that of regularly certi-

fied teachers in some respects. Although H_4 could be rejected by statistical data on individual items in Survey C, items B36-55, interview responses present evidence that support the hypothesis. Therefore, H_4 is neither accepted nor rejected.

Discussion of H_4

Although this data can neither be accepted nor rejected, a number of interesting points can be made. In general, on any one item, superintendents do not perceive a great difference between the two groups of teachers, while on a number of items a minority of superintendents report differences exist. The question arises as to what causes this variation in perception? Is it variation among provisional teachers or biases held by superintendents? Once again, the socially acceptable answer may incline the respondent to mark one or another deficiency. It may be that while provisional teachers are actually deficient in a number of ways, particular superintendents are more able to identify particular deficiencies than others and that would account for the pattern of variation.

Hypothesis Five

- H_5 . Provisionally certified teachers and their administrators fail to perceive the holding of a provisional certificate as altering conditions of employment and service.
- H_{5A} . A greater proportion of district superintendents and provisional teachers indicate that they feel that regular and provisional teachers receive the same treatment in teaching than the proportion who feel that differential treatment is given, as indicated by their responses.

Provisional teachers (Survey D, items P46-63), and district superintendents (Survey C, items 13-35), were each asked to respond to the same list of items regarding conditions of employment and service by indicating whether preferential treatment was given to provisional teachers, given to regularly

certified teachers or no preference was shown.

On Table 37 the responses of provisional teachers indicate that in seventeen out of the eighteen points mentioned the majority of them feel that no preference is shown. An inspection of Table 20 indicates that the majority of superintendents respond that no preference is shown on sixteen out of the eighteen points listed.

In a number of areas some superintendents reported that preferential treatment was given. The area in which more than ten per cent of the superintendents reported were the following: initial employment (87.95 per cent), opportunity for promotion (65.06 per cent), assignment to school and grade (30.12 per cent), opportunity to participate in leadership activities (20.18 per cent), transfer opportunities (20.48 per cent), salary (16.86 per cent).

The area of preference indicated by a larger proportion of provisional teachers is item 49, initial employment—regularly certified teachers given preference (49.82 per cent). A large proportion of superintendents indicate that regularly certified teachers are given preference in both terms of initial employment (87.95 per cent) and in opportunities for promotion (65.06 per cent). Table 49 presents a chart showing each group's rank placement from high to low based on response (3)—regularly certified teachers given preference. The percentage each represents is also listed.

Although the percentage of responses greatly differs between the provisional teachers and superintendents, there is a remarkable similarity between the rankings of the two groups. Item numbers 46, 54, 60, 61, 62 and 63 are identical. Five other items vary by only one or two positions. The greatest rank separations are in (57) opportunity to participate in leadership activities and (59) freedom in teaching.

TABLE 49

A COMPARISON OF THE PERCEPTIONS OF SUPERINTENDENTS AND PROVISIONAL TEACHERS
REGARDING THE TREATMENT OF REGULARLY CERTIFIED TEACHERS IN REGARD TO
CERTAIN POINTS REGARDING CONDITIONS OF EMPLOYMENT AND SERVICE

	Provisional Teachers Rank	Provisional Teachers Percentage	District Superintendents Rank	District Superintendents Percentage
46. Opportunity to receive supervisory assistance.....	16	6.91	3.61	16
47. Opportunity to participate in school and district committees.....	9	12.41	2.40	11
48. Opportunity to participate in professional negotiations.....	6	4.27	4.81	9
49. Initial employment.....	1	49.82	87.95	1
50. Assignment to school and grade....	4	26.95	30.12	3
51. Salary.....	3	31.20	16.86	6
52. Fringe benefits.....	11	8.33	.00	13
53. Retirement benefits.....	12	7.09	.00	13
54. Total workload.....	15	4.25	.00	15
55. Leaves of absence.....	10	10.46	9.63	7
56. Working conditions.....	13	5.14	.00	13
57. Opportunity to participate in leadership activities—team leader, etc.....	8	18.43	20.48	4
58. Opportunity to participate in development of policies.....	7	19.68	6.02	8
59. Freedom in teaching.....	14	6.73	3.61	10
60. Opportunities for promotion.....	2	39.89	65.06	2
61. Amount of time and effort devoted to evaluating teachers' perfor- mance.....	18	3.54	.00	18
62. Transfer opportunities.....	5	27.12	20.48	5
63. In-service training.....	17	5.14	.00	17

Superintendents and provisional teachers agree that the conditions of employment and service are the same in general, however, they do differ in their opinions as to in what ways and as to the extent of the difference. For instance, the percentage of superintendents is three to four times larger than the percentage of provisional teachers who indicate preferential treatment is given to the provisional teacher as to opportunities to participate in leadership activities, opportunities to receive supervisory assistance, amount of time and effort in evaluating teaching performance, and in in-service training. The opposite findings are true regarding at least nine categories where provisionals indicate regularly certified teachers receive preference.

Chi-square was used to determine whether the differences were significant or whether they were due to chance. Table 50 indicates that in all instances chi-square was significant beyond the .01 level.

In personal interviews, the majority of provisional teachers indicated they felt in the main that they were treated the same as provisional teachers. Some items were singled out as different but in general H_5 was supported.

Discussion of H_5

In general, the evidence supports the hypothesis but on specific items there seems to be a difference of perceptions between administrators and provisional teachers.

On items where superintendents indicate they give preference to provisional teachers, the preferential treatment is acknowledged by only a relatively small margin of provisional teachers. On the other hand, a hard core of provisional teachers indicate they feel that regularly certified teachers receive preferential treatment on several items. In respect to many of these items superintendents indicate no preferential treatment is given to regularly

TABLE 50

CHI-SQUARE TESTS ON VARIABLES INDICATING THE PERCEPTIONS OF
SUPERINTENDENTS AND OF PROVISIONAL TEACHERS REGARDING
ASPECTS OF CONDITIONS AND SERVICE AND EMPLOYMENT

Variable 18 Against Variable 46

	0	1	2	3	4
A	0	15	65	3	0
B	23	29	474	39	0

Chi-square value = 1629.7257

Variable 19 Against Variable 47

	0	1	2	3	4
A	0	0	81	2	0
B	18	5	472	70	0

Chi-square value = 1759.1995

Variable 20 Against Variable 48

	0	1	2	3	4
A	1	0	78	4	0
B	23	4	418	120	0

Chi-square value = 1392.6759

Variable 21 Against Variable 49

	0	1	2	3	4
A	1	1	8	73	0
B	30	9	245	281	0

Chi-square value = 911.5885

TABLE 50 (continued)

Variable 22 Against Variable 50

	0	1	2	3	4
A	0	0	58	25	0
B	28	3	382	152	0

Chi-square value = 1091.6259

Variable 23 Against Variable 51

	0	1	2	3	4
A	2	0	67	14	0
B	20	6	363	176	0

Chi-square value = 1074.6354

Variable 24 Against Variable 52

	0	1	2	3	4
A	0	0	83	0	0
B	25	3	490	0	0

Chi-square value = 1910.1990

Variable 25 Against Variable 53

	0	1	2	3	4
A	0	0	83	0	0
B	28	2	495	40	0

Chi-square value = 1949.6867

Variable 26 Against Variable 54

	0	1	2	3	4
A	0	2	81	0	0
B	22	2	517	24	0

Chi-square value = 2115.3833

TABLE 50 (continued)

Variable 27 Against Variable 55

	0	1	2	3	4
A	3	0	72	7	1
B	30	4	472	59	0

Chi-square value = 1672.9825

Variable 28 Against Variable 56

	0	1	2	3	4
A	1	0	82	0	0
B	24	2	510	29	0

Chi-square value = 2064.5537

Variable 29 Against Variable 57

	0	1	2	3	4
A	1	0	65	17	0
B	27	5	429	104	0

Chi-square value = 1350.7623

Variable 30 Against Variable 58

	0	1	2	3	4
A	1	0	77	5	0
B	25	4	425	111	0

Chi-square value = 1418.5967

Variable 31 Against Variable 59

	0	1	2	3	4
A	1	0	79	3	0
B	20	4	503	38	0

Chi-square value = 1977.5762

TABLE 50 (continued)

Variable 32 Against Variable 60

	0	1	2	3	4
A	1	0	28	54	0
B	37	8	295	225	0

Chi-square value = 802.9460

Variable 33 Against Variable 61

	0	1	2	3	4
A	0	18	65	0	0
B	33	36	476	20	0

Chi-square value = 1650.9310

Variable 34 Against Variable 62

	0	1	2	3	4
A	1	1	64	17	0
B	34	7	371	153	0

Chi-square value = 1048.4790

Variable 35 Against Variable 63

	0	1	2	3	4
A	0	15	68	0	0
B	29	28	479	29	0

Chi-square value = 1691.2793

certified teachers.

These differences in perceptions may cause frictions and difficulties particularly when administrators attempt to encourage provisional teachers to become fully certified by taking required courses.

The data indicate that provisional teachers do seem to hold a somewhat unrealistic view of themselves. They seem to feel that they are doing a very capable job, while statistically they show they are inadequately prepared both in professional courses and content areas. District superintendents do assign provisional teachers the same job to do as they assign to regularly certified teachers but the superintendents indicate they are not certain that the job is as competently performed. There is agreement that, in general, both job and performance of it are the same among provisional and regular teachers. This raises questions about the entire scope of certification requirements, and it leads one to wonder whether such requirements are really necessary or whether, in the long run, a system of apprenticeship might be more economical and more effective.

Hypothesis Six

- H₆. Administrators and teachers differ in their perceptions regarding solutions to the problems of issuance and retention of provisional certificates.

Both superintendents and provisional teachers were asked to respond to four questions regarding solutions to certification problems; the first in reference to the Office of the Superintendent of Public Instruction; the second in reference to teacher training institutions; the third, regarding course needs and; the fourth, regarding alternative suggestions. Each of the following hypotheses explores one of these areas.

- H_{6A}. Suggestions for the Office of the Superintendent of Public Instruction regarding certification aid that are proposed by provisional teachers are not the same suggestions proposed by district superintendents, as indicated by their responses.

A comparison of the first ten ranking suggestions of provisional teachers and superintendents reveals that there are several areas of partial or complete agreement between them. Both Table 5 and Table 12 rank "adjustment of student teaching requirements", in first place. Provisional teachers suggest both granting credit for years of teaching experience and making student teaching courses more available. Superintendents are in agreement, and also recommend (a) elimination of the student teaching requirement; and (b) Office of the Superintendent of Public Instruction assistance in promoting on-the-job training for student teaching.

A second area of agreement appears in suggestions for improved communications with and information for provisional teachers. Both superintendents and teachers request a list of college courses—where, when, and by whom offered—be made available to provisional teachers. Both groups requested increased and improved communications from the Office of the Superintendent of Public Instruction. Superintendents requested that a list of deficiencies be sent to provisional teachers stating time limits, etc., while provisional teachers requested they receive increased personal guidance.

Superintendents requested more extension short courses and workshops be offered to meet requirements. Provisional teachers indicated financial assistance from the state for making up requirements would be of help.

Both groups mentioned improved reciprocity agreements between states would be of aid.

The point of disagreement concerned revision in the certification requirements. While provisional teachers suggested lengthening time requirements

for acquiring a specific number of credit hours and allowing substitution of courses to meet requirements, superintendents indicated they felt that updating the certification laws and designating the year a degree must be earned was important.

On the basis of this evidence hypothesis H_{6A} is rejected.

H_{6B} . Suggestions for teacher preparation institutions (regarding certification aid) that are proposed most frequently by provisional teachers are not the same as the suggestions proposed most frequently by district superintendents, as indicated by their responses.

Hypothesis 6B is rejected because of the numerous points of agreement between superintendents and provisional teachers. A comparison of superintendent and provisional teacher responses to the question, "What could teacher preparation institutions do to assist provisional teachers in obtaining regular certificates?" reveals the following information:

Both groups felt that extension courses should be offered more frequently in more places. These courses should apply toward a degree. On-the-job student teaching ranked second among provisional teachers and in third place among superintendents. Opportunities to student teach during the summer were suggested by superintendents and ranked second. In third and fourth place, both groups ranked suggestions regarding improved methods of informing and guiding teachers. Provisional teachers mentioned reciprocity in fifth place; however, superintendents ranked there the suggestion that the number of undergraduate courses offered during the summer should be increased; in sixth place provisional teachers ranked the suggestion that educational institutions and state requirements should be coordinated. The sixth ranking suggestion by superintendents was one for greater flexibility in transfer of credits. This was ranked eighth by provisional teachers. Superintendents ranked seventh the

suggestion that short courses and workshops for credit toward certification be expanded. Provisional teachers ranked it ninth. Provisional teachers suggested two ways in which they thought education courses could be improved. They suggested education courses be consolidated (seventh place) and the elimination of "busywork" (tenth place). In tenth place superintendents suggested credit be given to experienced teachers for student teaching.

H₆C. Suggestions for specific courses to aid in certification that are proposed by provisional teachers are not the same as suggestions proposed by district superintendents, as indicated by their responses.

Although the rankings are not so easily correlated in this question a clear pattern of agreement does emerge. Provisional teachers ranked methods courses and courses in the techniques of teaching first in terms of need. Superintendents rank these courses second. Student teaching ranks first with superintendents but not until sixth place with the provisional teachers. Educational psychology ranks second by provisional teachers and not mentioned at all by superintendents. Professional education courses are ranked in third place in both groups. Superintendents mention American and Illinois history in fourth place, while provisional teachers select the teaching of reading. Art and Music rank fifth among superintendents; in ninth place among provisional teachers. In sixth place, superintendents indicated classroom management courses, provisionals rank them tenth. Individualized instruction, not mentioned at all by provisionals, is mentioned in eighth place by superintendents. Modern mathematics (mentioned among the others in second place by superintendents) is placed eighth by provisionals. Unmentioned by provisionals but placing ninth and tenth among superintendents are courses in audio-visual aids and library science. Six of the ten mentioned courses are listed by both groups. The evidence rejects H₆C.

H_{6D}. The solutions to the current certification system that are proposed most frequently by provisional teachers are not the same as the solutions proposed most frequently by district superintendents, as indicated by their responses.

This hypothesis is rejected. A comparison of the first ten ranked alternative solutions recommended by provisional teachers and superintendents reveals a great deal of similarity between the two groups.

Both suggest waiving student teaching for experienced teachers in the first rank. Provisional teachers mention personal solutions second while superintendents place local certification of teachers there. Reciprocity ranks third in both instances. Superintendents would substitute emergency certification for provisional certification (stipulating number of hours needed for full certification) while provisionals suggest reducing requirements or allowing for more specialization. In fourth place, provisional teachers request that certification requirements be made more flexible. Superintendents rank internship in fifth position, and abolishment of provisional certification in sixth place. Provisional teachers rank sixth suggestions about giving credit for number of years of teaching experience. Both groups put extension of time for completing requirements seventh. Revision and/or lowering certification requirements ranked eighth among provisional teachers, and in ninth place among superintendents. Ranking ninth among provisional teachers were suggestions that proficiency tests be given on request. Superintendents ranked that suggestion tenth. The suggestion that A.B. and M.S. holders be automatically granted certificates ranked in tenth place among the provisional teachers.

The evidence points to a greater similarity of responses between the groups than a dissimilarity of responses.

Discussion of H₆

Although district superintendents and provisional teachers disagree

with each other on many items regarding solutions to problems of provisional certification, in general, they agree on major points.

Both groups feel that student teaching is the most outstanding problem. Both question its effectiveness after teaching experience has been acquired. Both groups suggest expanding the summer opportunities for student teaching, as well as giving on-the-job credit for it.

Flexibility is needed in other requirements, too. Neither superintendents nor provisional teachers have a great deal of enthusiasm for methods courses. Both recommend restructuring of courses. All courses need to be scheduled more conveniently for provisional teachers.

From the solutions advanced it would seem that school districts, colleges and the Office of the Superintendent of Public Instruction would need to operate in a much more closely knit manner than heretofore. By so doing, they would recognize that it is the provisional teacher that is probably most in need of psychological support, encouragement and service. The fact must be accepted that while these teachers have not invested time in course work, they are now investing time in teaching the children in Illinois. These agencies should act as service agencies and a pressure group for both provisional teachers and superintendents, encouraging teachers to become regularly certified while recognizing the impediments that lie in the path and smoothing them out or removing them.

CHAPTER XI

SUMMARY, RECOMMENDATIONS, AND IMPLICATIONS FOR FURTHER STUDY

SUMMARY

This study was designed to collect and analyze data on provisionally certified teachers in Illinois as they perceive themselves and as they are perceived by district superintendents. Baseline data about provisional teachers, information regarding the causes of provisional certification, information regarding the status of provisional teachers and solutions to provisional certification problems were included in this study. Participants in the study included the provisionally certified teachers in the state of Illinois, their district superintendents and sub-samples of each group.

Six instruments were used to collect data. One questionnaire was sent to all Illinois provisional teachers; a second questionnaire was sent to a selected sub-sample of that group. One questionnaire was sent to all Illinois district superintendents hiring provisionally certified teachers and a follow-up questionnaire was sent to a sub-sample of that group. A provisional teacher interview and a district superintendent interview also were included in this study.

The data were collected, compiled, categorized, and analyzed. Statistics used were mean, median, mode, percentage, and chi-square. Descriptive analysis was used to analyze open-ended responses. The results of the study were analyzed in light of the stated hypotheses and sub-hypotheses.

Provisionally certified teachers in Illinois are a diverse group and they perform diverse functions. They can not easily be categorized or compartmentalized in all particulars, and should not be. But it appears that, despite their diversity, they do share several strengths and weaknesses as a group.

Agewise, the largest percentage group of provisional teachers is between the ages of 29-33 years. The majority of provisional teachers hold a bachelor's degree earned during the last ten years, and were educated in Illinois state universities. A substantial minority attended out-of-state institutions. With an average of five years teaching experience, three in Illinois and two in their present district, many of the provisionals teach mathematics, English, general science, and social studies. The majority of the provisional teachers intend to obtain the regular certificate in the next two years, after completing needed courses in student teaching, mathematics or science, and methods courses in their area of specialization.

Lack of information is a major cause of provisional certification. Lack of information seems to be related to lack of effective guidance and counseling in high school and college, as well as to education outside the state of Illinois. Another major cause of provisional certification is a late career decision and/or selection of teaching as a second choice career. Many provisional teachers hold high opinions of their on-the-job performance, treatment, and status. They perceive themselves as being very well prepared for their positions, while at the same time they frequently view meeting student teaching certification requirements as "ridiculous", methods courses as "busy work" and are only moderately supportive of content courses. Illinois certification requirements are rated as passable or poor by them.

District superintendents rate Illinois certification requirements as good or very good. They indicate they feel that a late career decision and/or teaching as a second career choice is the major cause of provisional certification. Marriage before degree completion, and lack of information are also given as major causes.

Superintendents indicate job requirements are the same for provisional teachers as for regular teachers. In a number of instances, they do not perceive the performance of the provisional teacher as equal to that of the regularly certified teacher. If preferential treatment is given in a district, it is usually given to the regularly certified teacher. Provisional teachers may receive preference in terms of in-service training, more extensive evaluation, and opportunity for supervisory assistance.

Many provisional teachers indicate preferential treatment is shown to regularly certified teachers on initial employment. In general, they do not feel that receiving regular certification would be particularly helpful for advancement. Yet, a large segment of district superintendents indicate they do give preference regarding promotion, etc., to regularly certified teachers.

In the main, district superintendents and provisional teachers offer similar solutions to problems related to provisional certification. Recommendations include revision, adaptation, or elimination of student teaching programs. Both groups indicate that methods courses should be revised and made more convenient and accessible for teachers. Guidance and counseling should be made available to provisional teachers and communications improved between the state office and provisional teachers. Reciprocity between states should be more effective, and certification requirements should be made

more flexible.

Recommendations

Because of the diversity among the provisional teachers in the state of Illinois and the range of problems they face, it would be impossible to recommend any one single course of action as the cure-all for provisional certification. Therefore, based on a review of the literature, as well as examination of the data and the suggested solutions, several alternative plans are presented. The list is not an exhaustive one. Consideration has been given as to feasibility, time and cost in the selection of plans presented.

The most obvious solution is to eliminate provisional certification entirely. While this is certainly the goal, as well as the most direct method, one questions the wisdom of such an act. What would be the consequences?

Almost all the superintendents interviewed felt that discontinuance of provisional certification would create problems for them. According to Survey C, item A, only twenty per cent of the districts hiring provisional teachers would be financially affected. However, if eight per cent of the teachers in this state were removed from service, the demand for teachers might affect the finances of many districts. With eight per cent of the teachers disqualified and no possibility of hiring other provisional teachers, competition would increase and the effect could well be that the better districts would indeed be improved with more competent teachers in their ranks, while the poor districts would be forced to accept the less capable though qualified (as to certification requirements) teachers. With reciprocity in need of improvement, possible candidates from other states, both good ones and poor ones, would probably also be disqualified. Many fine teachers, with many

years of experience would be disenfranchised.

Hopefully, no national emergency will arise to create new shortages of teachers but that has not been the situation historically. For one or another reason a "shortage" of teachers has been the rule rather than the exception. Therefore, it seems that for the time being, until a good system is devised to insure adequate teacher supply in times of emergency, realistically speaking provisional certification will remain with us.

Eliminating the Major Causes of Provisional Certification

Lack of information, late career decision, attitude of the individual and ineffective reciprocity plans have been identified as major causes for provisional certification.

Regarding reciprocity, the solutions suggested in most of the literature as well as those forthcoming from the populations surveyed were of a general nature rather than of a specific one, probably because there are so many variables involved. It is generally agreed that state legislatures must decide which path to take to accomplish improved procedures for reciprocity. Their course could be (a) to seek more flexibility through agreement to substitute course credits from one course in one institution to other courses at other colleges, (b) to agree to accept college recommendations of approved courses or (c) to adopt uniform standards between states. Because reciprocity is a procedure that is currently receiving study and attention from state authorities, remaining specific recommendations will relate to the other major causes stated.

The following steps are recommended to eliminate or at least diminish some of the major causes for provisional certification.

1. Programs of information should be designed (a) for high school and college students who indicate teaching as a career choice and (b) for high school and college students who have no definite career choice and/or who have indicated a choice of a "white collar" career in a related area. Responsibility for these programs should be shared by the Office of the Superintendent of Public Instruction and educational institutions.
2. A systematic program of individual guidance and counseling to assist students to make earlier career decisions should be instituted. It may be said that this plan is already in effect. On the basis of the evidence, one is inclined to question whether or not the current thrust is in the right direction. Present programs appear to be in need of revision or even reconstruction if they are to accomplish dissemination of information regarding requirements for certification in teaching as one of their goals.
3. Junior high school attitude forming programs concerning careers should be developed and made available to schools. These programs, in the nature of public relations programs, should employ multi-media as attractively and interestingly packaged as possible to inform and enthuse potential teachers.
4. Programs should be designed for distributing information to universities and colleges located in states contiguous to Illinois and in states that educate a majority of our provisional teachers. These programs should demonstrate how Illinois requirements and the requirements of other states are similar and point

out differences between them. They should suggest ways in which prospective teachers can prepare themselves for state certification in several states.

5. Colleges and universities should be requested to design programs in major fields other than teaching that would most effectively and completely prepare a student for teaching so that all requirements could be filled with a minimum amount of effort if the need should present itself. These designs should be made known to students through college and state bulletins and through individual counseling.
6. State educational organizations should be encouraged to cooperate with the state office in developing materials to recruit and inform prospective candidates about certification requirements as well as about teaching as a career.

Requirements

Many have suggested that certification requirements be made more flexible and more suited to the needs of the individual.

Student teaching is the most immediate and probably the most awkward problem to handle. Provisional teachers who have teaching experience but have not had the course resent the idea. Yet, this course is regarded by most educators and many educational organizations as the most essential ingredient in the making of a successful teacher. Superintendents personally interviewed in this study indicated their agreement that student teaching is important but stated that after two years of experience there is no observable difference in the two groups. It appears that by that time, provisional

teachers have had their student teaching at the expense of the children they teach.

It is unthinkable to allow provisional teachers to get experience in this manner. Potential teachers who must be provisional teachers should be required to take a course in student teaching within six months of the date of issuance of the provisional certificate. On-the-job training should not count as student teaching and provisional teachers should be expected to take the course during the summer. Implied here is that universities and local school systems will cooperate in providing student teaching opportunities during the summer months for credit. These courses may be structured to include a series of seminars held during the first semester of the following school year. Local districts could be expected to provide released time for provisional teachers to attend these seminars. The seminars may include some provisions for personal guidance and counseling for these teachers regarding state requirements.

Experienced teachers should be required to fulfill the student teaching requirements in three years time. The course should be differentiated from pre-service student teaching by differing the requirements and by changing the course name, i.e., "Provisional Teacher Internship" or "Practicum". This course should be an on-the-job internship with supervision and regular seminars administered by educational institutions.

It is hoped that the content of the courses would focus on modern issues, curriculum and materials and that such innovative techniques as television taping, microteaching, etc., would insure possibilities for learning experiences for teachers, whether they had been teaching five or twenty-five years. Teachers participating in this course should be expected to operate on

a high plane of sophistication although it is felt that only undergraduate credit should be granted.

An alternate suggestion to solve the student teaching problem is the inception of the internship program. Under this plan a provisional teacher would be assigned to a master teacher who would act as supervisor. The provisional teacher would be responsible to the master teacher in regards to planning, developing curriculum materials, and evaluating students. The master teacher would be authorized to supervise by an educational institution on the basis of courses, performance, or some type of supervisory workshop. While serving the internship, a period of six months, the provisional teacher would receive less pay than regularly certified teachers and would be allowed some released time (a minimum of five school days) for visitation, study, or other professional activity. On completion of the internship, the supervising teacher and the district superintendent would recommend that the State Certification Board grant credit for student teaching to the intern.

Course Work

Course work needs are so diverse they are difficult to control. Now that specific needs are known about each teacher, and each region, the information should be computerized and a print-out regarding specific courses and number of teachers needing the requirement should be distributed to every county superintendent and to all colleges and universities in each region. Superintendents and college officials should plan cooperatively to offer needed courses at convenient locations.

Educational institutions should work cooperatively with district superintendents to come to an agreement on what kinds of content and learning experiences should be included to make these courses of greatest benefit to

teachers.

Colleges should consider extending their individual study plans whereby teachers would be encouraged and would have the opportunity to design independent studies to meet their own needs.

An agency such as the county superintendents office or the State Certification Board should send a yearly statement to provisional teachers regarding requirements they need to fulfill.

District superintendents should be required to complete an annual report listing (a) the number of provisional teachers in their district, (b) the progress of each of these teachers toward the regular certificate during that year, and (c) a listing of ways in which the teachers have been encouraged to fulfill the requirements by the district.

At periodic times, representatives from the State Certification Board should meet with the district superintendents of a region to discuss certification problems and procedures.

Implicit in each of these recommendations is that financial support would be available from the state. The money would be well spent. Competent teachers are no luxury and although there is no assurance of excellence inherent in these recommendations, the people of Illinois have every right to expect that at least minimum standards for standard certification are met by every teacher.

Implications for Further Study

This study revealed a great deal of information about provisional certification that has heretofore been unknown. The hypotheses explored a number of the major considerations that the data revealed. As a by-product, other questions appear that would merit further investigation. They are:

1. What are the most effective and efficient methods to encourage provisional teachers to become regularly certified?
2. Do regularly certified teachers perceive their status, treatment, and performance differently than provisionally certified teachers?
3. How are out-of-state teachers affected by present reciprocity procedures?
4. What is the attrition rate of provisionally certified teachers as compared to regularly certified teachers during the first two years of teaching?
5. What are the most effective methods to employ in assisting young people to make a career decision early enough to make adequate preparation for it?
6. How do school districts in which provisional teachers reported they had equal numbers of opportunities to be as innovative as regularly certified teachers differ from those in which provisional teachers reported they had no such opportunities?
7. Can first year teachers lacking student teaching be identified from those who have had student teaching by impartial observers?
8. Can teachers who have had a methods course in a subject be identified from those who have not had it, by impartial observers?
9. In what ways do the methods of regularly certified teachers and provisionally certified teachers differ in the evaluation of students?
10. Do students actually achieve more under a regularly certified teacher than under a provisionally certified teacher?
- 11.. How accurate are the perceptions of provisionally certified

teachers? Do they have a stronger ego than others?

12. What is the art of teaching?

The implementation of the plans described under "recommendations" could develop into other studies.

Probably one of our most interesting and perplexing problems is how to establish standards and absolutes and, yet, allow for the individuality and uniqueness of every man. In a democracy, this consistent flexibility is demanded every day. Provisionally certified teachers themselves firmly state that certification is absolutely necessary, yet they plead for leniency, flexibility, and outright abolishment regarding criteria that confront them. Achievement of the perfect balance is an insurmountable goal and it is tempting to sacrifice individuality for standards. Perhaps, someday, professional licensure will overtake certification. Then provisional certification will become as obsolete as button hooks. Until that time, it is up to us to institute action plans to fill the teaching ranks with competent and qualified personnel.

APPENDIX A

MEMORANDUM

TO: School Administrators

FROM: Ray Page
Superintendent of Public Instruction

DATE: March 29, 1968

SUBJECT: Study of Provisional Teachers in Illinois

You are no doubt aware of the fact that within the State of Illinois a substantial number of teachers currently hold provisional certificates. Even though the majority of these teachers are currently doing an excellent job, it would still be desirable for all teachers to hold regular certificates in the subjects they teach.

The Office of the Superintendent of Public Instruction is most anxious to assist all persons with provisional certificates in fulfilling the requirements needed for a regular certificate and to reduce the need for provisional certificates. To fulfill these objectives, it is essential that baseline data be obtained on all teachers currently holding provisional certificates. Based upon this data, future programs will be planned by the State Office in conjunction with teacher-preparation institutions within the State of Illinois.

We request, therefore, that one of the accompanying Provisional Teacher Fact Sheets be completed for each of the provisional teachers in your district. After these forms are compiled, please doublecheck them for accuracy and completeness.

In addition, you personally are requested to complete the Superintendent's questionnaire attached to this letter and return it together with all of the Provisional Teacher Fact Sheets to your county superintendent by April 12, 1968. A 100% return is essential to complete the study. Your cooperation in this matter is greatly appreciated.

Enclosures

APPENDIX B
SURVEY A

State of Illinois
Office of the Superintendent of Public Instruction
Ray Page, Superintendent

DISTRICT SUPERINTENDENT QUESTIONNAIRE

Code No. (for OSPI use) _____

1. County _____ 2. District No. _____

3. Superintendent _____

4. Total number of teachers in district _____

5. Number of teachers in district with provisional certificates _____

6. Number of completed teacher questionnaires returned _____

7. In your opinion, which of the following requirements must be fulfilled by the majority of your provisionally certificated personnel in order to obtain regular certificates?

_____ Completion of Degree

_____ Student Teaching

_____ Additional Course Work in Area of General Education

_____ Additional Course Work in Area of Professional Education

_____ Additional Course Work in Area of Specialization

_____ Other (please specify) _____

8. In your opinion, what could the Office of the Superintendent of Public Instruction do to assist provisional teachers in obtaining regular certificates? _____

9. In your opinion, what could the teacher preparation institutions do to assist provisional teachers in obtaining regular certificates? _____

10. What specific courses would be most useful for provisional teachers? _____

11. What alternatives to the current certification system would you suggest? _____

Please feel free to add any additional comments on the back of this sheet.

THANK YOU FOR YOUR HELP!

APPENDIX C

MEMORANDUM

TO: Teachers with Provisional Certificates

FROM: Ray Page
Superintendent of Public Instruction

DATE: March 29, 1968

SUBJECT: Study of Provisional Teachers in Illinois

A research study is being conducted which needs your help. According to the State certification records, you currently hold a provisional teachers certificate in Illinois. The Office of the Superintendent of Public Instruction would like to assist provisional teachers in obtaining regular certificates in several ways. However, we are handicapped by the lack of precise information as to what specific measures would be of most benefit to provisional teachers.

Because of this, you are requested to insure that the accompanying form is filled out completely and accurately. The information you give us will be used to plan educational and legislative programs designed to aid provisional certificated individuals. It will also serve as a necessary form of feedback to the colleges and universities of Illinois so that they can do their part.

Please complete the attached form and return it to your superintendent within two days. Your full cooperation is urgently requested and deeply appreciated.

Enclosure

APPENDIX D
SURVEY B

State of Illinois
Office of the Superintendent of Public Instruction
Ray Page, Superintendent

PROVISIONAL TEACHER FACT SHEET

Code No. (for OSPI use)

1. _____ 2. _____ 3. _____
County Dist. No. District Name

4. _____ 5. _____ 6. _____
Name (last) (first) (initial) Date of Birth Social Security No.

7. _____ 8. _____
Subject(s) Taught Grade Level(s)

EDUCATIONAL TRAINING

9. _____ 10. _____ 11. _____ 12. _____
High School County State Year Graduated

College or University	Name	Major Courses	Minor Courses	Type of Degree	Year of Degree
Undergraduate	13. _____	14. _____	15. _____	16. _____	17. _____
Graduate (I)	18. _____	19. _____	20. _____	21. _____	22. _____
Graduate (II)	23. _____	24. _____	25. _____	26. _____	27. _____

28. If you lack a degree, enter total number of semester hours credit earned. 28. _____
29. Number years teaching experience in present district: 29. _____
30. Number years teaching experience in Illinois: 30. _____
31. Total number years teaching experience, all positions: 31. _____
32. Number years experience prior to 1964: 32. _____
33. Were you aware of State Teacher Certification requirements as an undergraduate? 33. Yes No
34. When will you complete requirements for a regular certificate? (Approximately) 34. _____
35. Were you employed on a full-time basis before entering teaching? 35. Yes No
36. If yes, what was your occupation? 36. _____
37. Do you hold a regular teaching certificate in a state other than Illinois? 37. Yes No
38. If yes, in what state (s)? 38. _____

CHECK THE AREAS IN WHICH YOU MUST OBTAIN FURTHER COURSE WORK TO FULFILL THE REQUIREMENTS FOR A REGULAR CERTIFICATE IN ILLINOIS:

General Education

39. Language Arts 39. _____
40. Mathematics and/or Science 40. _____
41. Social Science (including a course in American History and/or Government) 41. _____
42. Humanities 42. _____
43. Health and Physical Education 43. _____
44. Additional electives in any of the above fields. 44. _____

Professional Education

45. Educational Psychology, including human growth and development
46. Methods and techniques of teaching in the area of specialization
47. History and/or Philosophy of Education
48. Student teaching in Area of Specialization
49. Additional electives in Area of Professional Education
50. Additional electives in Area of Specialization
51. General Electives
52. Other - please specify_____

45. _____
46. _____
47. _____
48. _____
49. _____
50. _____
51. _____
52. _____

APPENDIX E

May 13, 1968

Dear

Recently you received a questionnaire from the Office of the Superintendent of Public Instruction designed to obtain data concerning teachers holding provisional certificates. Your cooperation in this matter was greatly appreciated.

As a follow-up to this study, a sample of district superintendents having ten or more provisionally certificated teachers has been selected to receive a more detailed questionnaire.

The enclosed form should take about fifteen minutes to fill in. Please mail the completed form in the enclosed envelope directly to the Office of the Superintendent of Public Instruction, Department of Educational Research, 325 South Fifth Street, Springfield, Illinois 62706, by May 22, 1968. Your answers will be regarded as confidential information. This information will be used to give direction toward improving the certification program for teachers in the State of Illinois. Your opinions and reactions to the problems of provisional certification are essential to give the study necessary depth and quality.

Sincerely yours,

APPENDIX F
SURVEY C

Name _____

Code No. -OSPI Use _____

SURVEY OF SELECTED SUPERINTENDENTS REGARDING
PROVISIONALLY CERTIFICATED PERSONNEL

- A. In your opinion, how does the treatment of provisionally certificated personnel differ from the treatment of regularly certificated personnel in your district with regard to each of the following categories? Please indicate by placing a check in the appropriate column. Answer all items in Section A. Place a check in Section B only if a particular response in Section A is based on a definite district policy.

	Section A			Section B
	Provisional teachers given preference	No preference shown	Regularly certificated teachers given preference	Check if this is a district policy
18. Opportunity to receive supervisory assistance				
19. Opportunity to participate in school and district committees				
20. Opportunity to participate in professional negotiations				
21. Initial employment				
22. Assignment to school and grade				
23. Salary				
24. Fringe benefits				
25. Retirement benefits				
26. Total workload				
27. Leaves of absence				
28. Working conditions				
29. Opportunity to participate in leadership activities - team leader, etc.				
30. Opportunity to participate in development of policies				
31. Freedom in teaching				
32. Opportunities for promotion				
33. Amount of time and effort devoted to evaluating teachers' performance				
34. Transfer opportunities				
35. In-service training				

(Code 1)

(Code 2)

(Code 3)

(Code 4)

B. In your opinion, how do provisionally certificated personnel compare to regularly certificated personnel in the following categories? Put a mark in one category only after each item.

	Less satisfactory than regularly certificated personnel	Same as regularly certificated personnel	More satisfactory than regularly certificated personnel
36. Length of service			
37. Stability			
38. Attendance			
39. Promptness			
40. Regard for legal responsibilities			
41. Lesson planning			
42. Knowledge of content			
43. Up-to-dateness of information			
44. Classroom management			
45. Rapport with students			
46. Meeting individual needs			
47. Identification of problems of students			
48. Pupil achievement			
49. Effectiveness in interpreting the school program			
50. Parent relations			
51. Staff relations			
52. Development of curriculum materials			
53. Ability to appraise the effects of teaching			
54. Enthusiasm for teaching			
55. Overall job performance			

(Code 1)

(Code 2)

(Code 3)

C. Would you provide less salary and fringe benefits for provisionally certificated personnel if the state aid formula were changed to provide less funds for students taught by provisionally certificated teachers.

56. Yes No
 (1) (2)

D. In your opinion, what are the three major factors preventing a prospective teacher from fulfilling the requirements for a regular certificate? Please indicate which of the following are the most important factors by ranking them in order. Place a "1" beside the most important factor, a "2" beside the second most important, and a "3" beside the third most important.

- 57. Lack of information regarding requirements
- 58. Attended college in another state
- 59. Lack of interest while at college
- 60. Teaching was a secondary career choice
- 61. Military service
- 62. Marriage before completion of requirements
- 63. Maternity or child-rearing
- 64. Late career choice
- 65. Ill health
- 66. Moved to Illinois from another state where certified
- 67. Forced to leave college before completing requirements
- 68. Lack of access to teacher training institutions
- 69. Other (please specify) _____

APPENDIX G

Dear Teachers,

Recently you received a questionnaire from the Office of the Superintendent of Public Instruction designed to obtain data concerning teachers holding provisional certificates. Your cooperation in the matter was greatly appreciated.

As a follow up study, a sample of the provisional teachers have been selected to receive a more detailed questionnaire.

The enclosed form should take about fifteen minutes to complete. Please mail the completed form in the enclosed envelope directly to the Office of the Superintendent of Public Instruction, Department of Educational Research, 325 South Fifth Street, Springfield, Illinois 62706, by May 22, 1968. Your answers will be regarded as confidential information. This information will be used to improve the certification program for teachers in the State of Illinois. Your opinions and reactions to the problems of provisional certification are essential to give the study necessary depth quality.

Sincerely yours,

APPENDIX H
SURVEY D

Name _____

Social Security No. _____

OSPI Code _____

SURVEY OF SELECTED PROVISIONALLY CERTIFICATED TEACHERS

A. Please indicate which of the following were the three(3) most important considerations in your choice of teaching as a career. Rank them in order by placing a "1" beside the most important consideration, a "2" beside the second most important, and a "3" beside the third most important.

18. _____ Opportunity for rendering important service
19. _____ Financial rewards
20. _____ Job security
21. _____ Other desirable job factors (nine-month year, holidays, etc.)
22. _____ Stop-gap until marriage
23. _____ Example set by a favorite teacher
24. _____ Found previous line of work unrewarding
25. _____ Easiest preparation program in college
26. _____ A tradition in my family
27. _____ Long term ambition
28. _____ Desire to work with young people
29. _____ Ready availability of teaching job
30. _____ Interest in a subject matter field
31. _____ Other reason (please specify) _____

B. How did you first learn about Illinois state certification requirements?

CHECK ONE

- | | |
|--------------------------------------|-------------------------------------|
| 32. 1 _____ College | 6 _____ State Bulletin |
| 2 _____ Counselor | 7 _____ Teacher Certification Board |
| 3 _____ County Superintendent | 8 _____ Friend |
| 4 _____ District Superintendent | 9 _____ Teacher |
| 5 _____ Other (please specify) _____ | |

C. When did you first learn about Illinois state certification requirements?

CHECK ONE

- | | |
|-------------------------|--|
| 33. 1 _____ High School | 3. _____ After College, five years or less |
| 2 _____ College | 4. _____ After College, six years or more |

D. When did you first decide to become a teacher? CHECK ONE

- | | |
|--|--|
| 34. 1 _____ High School or earlier | 3 _____ College |
| 2 _____ After High School, but before entering college | 4 _____ After College, but before entering another profession |
| | 5 _____ After working at another profession for a period of time |

E. In your opinion, how adequately are you prepared for the position you now hold? CHECK ONE

35. 1 ☐ Poorly prepared 4 ☐ Well prepared
2 ☐ Not too well prepared 5 ☐ Extremely well prepared
3 ☐ Fairly well prepared

F. How important is it for you in terms of job security, personal satisfaction, etc. to obtain a regular certificate as soon as possible? CHECK ONE

36. 1 ☐ Very important 4 ☐ Not too important
2 ☐ Important 5 ☐ Not important at all
3 ☐ Fairly important

G. How much opportunity do you have to use your major field in your present position? CHECK ONE

37. 1 ☐ No 4 ☐ Frequent
2 ☐ Very little 5 ☐ Very frequent
3 ☐ Some

H. Do you prefer teaching to working in the area of your noneducational major? CHECK ONE

38. 1 ☐ Yes 2 ☐ No 3 ☐ Not sure

I. How much would holding a regular certificate help you to use your noneducational major as such openings and/or opportunities arise in your school system? CHECK ONE

39. 1 ☐ Not at all 4 ☐ Moderately helpful
2 ☐ Very little 5 ☐ Extremely helpful
3 ☐ Some help

J. To what extent do you feel additional course work in educational methods would assist you in the performance of your duties? CHECK ONE

40. 1 ☐ Not at all 4 ☐ Moderately helpful
2 ☐ Very little 5 ☐ Extremely helpful
3 ☐ Some help

K. In your opinion, how much would additional course work in content areas other than education assist you to improve your teaching? CHECK ONE

41. 1 ☐ Not at all 4 ☐ Moderately helpful
2 ☐ Very little 5 ☐ Extremely helpful
3 ☐ Some help

42. 1 _____ Much more than regularly certificated teachers
2 _____ Somewhat more than regularly certificated teachers
3 _____ Same frequency as regularly certificated teachers
4 _____ Less than regularly certificated teachers
5 _____ Not at all

Comments:

43. 1 _____ Much more than regularly certificated teachers
2 _____ Somewhat more than regularly certificated teachers
3 _____ Same frequency as regularly certificated teachers
4 _____ Less than regularly certificated teachers
5 _____ Not at all

Comments:

N. In your opinion, how much would a course in student teaching assist you to improve your teaching performance? CHECK ONE

44. 1 _____ Not at all
2 _____ Very little
3 _____ Some help
4 _____ Moderately helpful
5 _____ Extremely helpful

0. In your opinion, how much did your course in student teaching assist you to improve your teaching performance? CHECK ONE

45. 1 _____ Not at all
2 _____ Very little
3 _____ Some help
4 _____ Moderately helpful
5 _____ Extremely helpful

P. Listed below are several general items pertaining to the treatment of teachers. Indicate next to each item whether in your opinion, provisionally certificated teachers are given preferential treatment, whether no preference is shown, or whether regularly certificated teachers are given preferential treatment with respect to the items noted. Please answer all items by placing a check in the appropriate box.

	Provisionally certificated teachers given preference	No preference shown	Regularly certificated teachers given preference
46. Opportunity to receive supervisory assistance			
47. Opportunity to participate in school and district committees			
48. Opportunity to participate in professional negotiations			
49. Initial employment			
50. Assignment to school and grade			
51. Salary			
52. Fringe benefits			
53. Retirement benefits			
54. Total workload			
55. Leaves of absence			
56. Working conditions			
57. Opportunity to participate in leadership activities - team leader, etc.			
58. Opportunity to participate in development of policies			
59. Freedom in teaching			
60. Opportunities for promotion			
61. Amount of time and effort devoted to evaluating teachers' performance			
62. Transfer opportunities			
63. In-service training			

(Code 1)

(Code 2)

(Code 3)

Q. Were appropriate courses to meet the requirements for certification in Illinois offered by the undergraduate institution you attended?

64. 1 _____ Yes 2 _____ No 3 _____ Don't know

R. Were these courses available to you?

65. 1 _____ Yes 2 _____ No 3 _____ Don't know

If yes, which of the following causes prevented you from completing these courses?

66. _____ Met certification requirements of home state

67. _____ Military service

68. _____ Financial need

69. _____ Illness

70. _____ Enrolled in another major course

71. _____ Other (please specify) _____

S. How many more years do you intend to teach?

72. 1 _____ 1-5 years 2 _____ 6-10 years 3 _____ 11 Or more 4 _____ Uncertain

T. In your opinion, what could the Office of the Superintendent of Public Instruction do to assist provisional teachers in obtaining regular certificates?

U. In your opinion, what could the teacher preparation institutions do to assist provisional teachers in obtaining regular certificates?

V. What specific courses would be most useful for provisional teachers?

W. What alternatives to the current certification system would you suggest?

Please feel free to add any additional comments on the back of this sheet.

THANK YOU FOR YOUR HELP!

Upon completion, return this form in the stamped, self-addressed envelope to the Department of Educational Research, Office of the Superintendent of Public Instruction, 325 South Fifth Street, Springfield, Illinois 62706

APPENDIX I

INSTRUCTIONS FOR PERSONAL INTERVIEWS

1. Each interview should take about 30-35 minutes.
2. Try to encourage the interviewee to be specific, i.e. on survey B, if he answers friend to number 3, was it a business friend, relative, friend of the family, etc.
3. The responses should be explanatory and interpretive in nature. Encourage the in-depth response to questions.
4. P indicates "prompts". If the interviewee seems unable to answer the question give the prompts. If he indicates a prompt as his answer, circle it, otherwise record answer.
5. At the end of the interview, close books, thank interviewee and start to leave. Then stop and say, "turnabout's fair play, do you have any questions to ask me about this study?"

Try to remember the questions and comments and jot them down when you are out of the situation. Any other comments about attitude and/or reaction you can make at that time would be most helpful.

A. DISTRICT SUPERINTENDENT INTERVIEW SCHEDULE

As you know Mr. _____, the Office of the Superintendent of Public Instruction is studying provisional certification. The purpose of this interview is to gather further information from administrators regarding their opinions and views on problems related to provisional certification.

1. How many provisionally certified teachers do you have in your district this year? _____
2. How does that compare to the number last year? _____
3. What is the proportion of provisionally certified teachers to regularly certified teachers? (P) 10% or less _____ 25% _____
50% _____ More than 50% _____
4. What do you think is the major cause of teachers becoming provisionally certified? Explain.
(P) (a) Change of profession
(b) Educated out of state
(c) Lack of funds, etc.

5. How could this be corrected? Explain. _____

6. When a provisionally certified teacher applies for a position here, are they aware of certification requirements? Yes _____ No _____ How do they find them out? Please explain. _____
7. How do you go about recruiting teachers for this district? Could you give me more details? _____

8. In your opinion, are certification procedures a necessary part of the profession? Yes _____ No _____ Don't know _____ Why? _____
-
9. What is your opinion of Illinois State certification requirements?
Excellent _____ Very Good _____ Passable _____ Poor _____
10. You seem to have a real feeling for this problem. Have you ever held a provisional certificate? Yes _____ No _____
11. Do you feel there is an observable difference between teachers that have not had student teaching and those that have had it? Yes _____ No _____
If yes, in what way? _____
12. Is there an observable difference after 2 years of teaching experience?

13. Do you feel there is an observable difference between teachers that have not had methods courses and have had them? Yes _____ No _____
If yes, in what way? _____
14. Do you encourage provisionally certified teachers to become regularly certified? How? Could you elaborate on that statement? _____
-
15. I am going to read a list of items concerning particular aspects of employment and service. Would you tell me if you give preferential treatment to provisional or regularly certified teachers on any of them--whether or not this is a district policy?

READ LIST AND CATEGORIES EACH TIME

	Provisionally certificated teachers given preference	No preference shown	Regularly certificated teachers given preference
a. Opportunity to receive supervisory assistance			
b. Opportunity to participate in school and district committees			
c. Opportunity to participate in professional profession- al negotiations			
d. Initial employment			
e. Assignment to school and grade			
f. Salary			
g. Fringe benefits			
h. Retirement benefits			
i. Total workload			
j. Leaves of absence			
k. Working conditions			
l. Opportunity to participate in leadership activities-- team leader, etc.			
m. Opportunity to participate in development of policies			
n. Freedom in teaching			
o. Opportunities for promotion			
p. Amount of time and effort devoted to evaluating teachers' performance			
q. Transfer opportunities			
r. In-service training			

16. On the survey you answered, you checked none of the items as being district policy. Do you feel any of these areas should be written policies? Why?

- 16a. If policies are indicated, were these policies established during the time you have acted as superintendent? How do you feel about them?

17. Do you feel the number and/or treatment of provisional teachers in your district is affected by the (a) location of the district, (b) size of the district or (c) the wealth of the district? How? In what ways does that apply here?_____

18. How would your district be affected if provisional certification were discontinued in this state?_____

19. Do you have teachers unions here? Yes_____ No_____

20. Would you be willing to negotiate with provisionally certified teachers if they should organize? Yes_____ No_____

21. Have the provisionally certificated teachers brought any grievances to you as a group? Yes_____ No_____ Individually? Yes_____ No_____ If yes, what were they and how did you handle them?_____

22. What are your major concerns about provisionally certified teachers?

23. What are your recommendations for solving provisional certification problems?_____

APPENDIX J

B. Provisional Teacher Interview Schedule

As you know Mr. _____, the purpose of this interview is to gather further information from provisional teachers regarding their opinions and views on problems related to provisional certification. Your name will be protected and your replies will be anonymous.

1. How long have you been teaching in this district? _____
2. What do you teach? _____
3. How did you happen to come to this particular district? (P)
 - a. Live Nearby _____
 - b. Told of Opening by Friend _____
 - c. College Placement Bureau _____
4. Who was the person primarily instrumental in your being hired?
Consultant _____ Principal _____ Personnel Director _____ Superintendent _____
5. Could you describe how you first learned about Illinois State certification requirements? _____

6. Do you feel you had adequate information early enough to prepare for certification? Yes _____ No _____ Why? _____

7. What is your opinion of the Illinois certification requirements?
Excellent _____ Very Good _____ Passable _____ Poor _____
8. In your opinion, are certification procedures a necessary part of the profession? Yes _____ No _____ Why? _____

9. How do you feel your district superintendent views certification requirements? _____

10. What caused you to get the provisional certificate? Explain _____

11. Do you feel there are any differences between the kind of a job the provisional teacher does as compared to the regularly certified teacher-- (P) such as in lesson planning, discipline, promptness, public relations, etc.? Explain _____

12. Have you been encouraged to get your regular certificate? If so, how?
By whom? _____

13. In what ways are you satisfied with your treatment and position as a provisional teacher? _____

14. In what ways dissatisfied; explain. READ FOLLOWING LIST:

	Satisfied	Dissatisfied
a. Opportunity to receive supervisory assistance		
b. Opportunity to participate in school and district committees		
c. Opportunity to participate in professional negotiations		
d. Initial employment		
e. Assignment to school and grade		
f. Salary		
g. Fringe benefits		
h. Retirement benefits		
i. Total workload		
j. Leaves of absence		
k. Working conditions		
l. Opportunity to participate in leadership activities - team leader, etc.		
m. Opportunity to participate in development of policies		
n. Freedom in teaching		
o. Opportunities for promotion		
p. Amount of time and effort devoted to evaluating teachers' performance		
q. Transfer opportunities		
r. In-service training		

15. What solutions do you think are the most feasible in solving the provisional certification problem?

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APPROVAL SHEET

The dissertation submitted by Margaret Rohner Lindman has been read and approved by members of the Department of Education.

The final copies have been examined by the director of the dissertation and the signature which appears below verifies the fact that any necessary changes have been incorporated and that the dissertation is now given final approval with reference to content and form.

The dissertation is therefore accepted in partial fulfillment of the requirements for the degree of Doctor of Education.

Feb. 1, 1969
Date


Signature of Adviser